School Leaders and Teacher Evaluation: Learning, Leading, and Balancing Responsibilities

Final Report

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Executive Summary

Study Purpose

Washington state's revised teacher and principal evaluation system (TPEP) represents a substantial change in state education policy. Implementing an ambitious evaluation system has impacted educators across the system, but nowhere more intensely than at the school level. This study builds on existing work by focusing on school leadership as key to successful TPEP implementation. In this report we provide practical examples of how school leaders[1] learn to productively support the professional growth of teachers. The goals of the research are to:

- Improve our understanding of the issues school leaders face in engaging with teaching staff on TPEP

- Explore the ways in which TPEP can prompt professional learning for principals and assistant principals and support increased leadership capacity

- Learn strategies for how principals navigate the workload under TPEP, both for those who are the sole evaluator in a building, and for principals who share evaluation responsibilities

- Explore issues of equitable access to supports and resources for school leaders in the implementation of the evaluation policy

Mixed-Methods Design

To address these questions, we employed a concurrent mixed-methods research design (Creswell & Plano Clark, 2011) using a three-pronged approach that included database analysis, surveys, and case studies. We compiled and analyzed statewide administrative data for school principals and assistant principals to provide background information on their distribution across schools and their characteristics. This dataset was used to help inform the design for our two other methods: an online survey of a statewide sample of principals and assistant principals, and case study work from a strategic sample of 11 schools. The statistically representative survey offers a broad source of information concerning TPEP implementation efforts and challenges. The primary qualitative strategy involved 43 semi-structured interviews with principals, assistant principals, teacher leaders, and district staff.

Characteristics of the School Administrator Workforce

State administrative datasets were used to describe the characteristics of the principals and assistant principals. In this analysis we find:

- In 2017-18, nearly nine of every ten principals (89.6%) were White, a statistic that is identical to the proportion of principals who were White in 2010-11.

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[1] Throughout this report, we refer to principals and assistant principals as "school leaders." We note that other school staff (e.g., classroom teachers, instructional coaches, etc.) also often serve in leadership roles, but this study specifically focuses on principals and assistant principals.

- Statewide, 43% of schools have a principal (either full-time or part-time) who is the sole school administrator in the building. Approximately half (51%) of schools with a solo principal are elementary schools, 18% are middle schools, and 26% are high schools.

- School size is an important factor in determining whether schools are staffed with an assistant principal. However, when examining schools with enrollments of 400 to 499 students, there is evidence that district fiscal capacity may be a factor influencing whether schools are staffed with an assistant principal.

- From 2010-11 to 2017-18, the number of full-time equivalent (FTE) principals increased 7.63%, and student enrollment increased by 7.59%, nearly identical to the growth rate in principal FTE. However, the number of FTE assistant principals increased by 38.6% during this same time period. The number of FTE assistant principals at the elementary level nearly quadrupled over this eight-year time period.

Findings

Our findings are organized around six key topics: (1) school leaders balancing responsibilities, (2) supporting the professional growth of teachers, (3) school level contexts and supports for TPEP, (4) district level contexts and supports for TPEP, (5) state level policies, supports and sustainability, and (6) suggestions from the field: principals and assistant principals share their strategies. Key findings for each of these topics is provided below:

School Leaders Balancing Responsibilities

- School leaders must manage tensions between their responsibilities for instructional leadership with other important duties, especially concerning issues of student discipline that compete for their time and attention.

- The median number of total staff evaluated was 31 for principals and 30 for assistant principals. Solo principals and elementary principals have somewhat larger numbers of staff to evaluate.

- About half of elementary principals have more than one evaluator in their building, compared with about three quarters of secondary principals. Eighty percent of principals report that having additional administrative staff was very useful.

- While the majority of school leaders agree that TPEP is useful, the majority also find that it is too time consuming. Only 5% of school leaders believe that time spent on TPEP is not a concern at all.

Supporting the Professional Growth of Teachers

- More than three-quarters of school leaders agree that they have better interactions with teachers because of TPEP, and that TPEP is used to help shape professional development offerings.

- School leaders who have deep knowledge of the instructional framework can readily engage with teachers in substantive ways, especially in districts that have made significant investments in professional learning about TPEP.

- School leaders use strategies such as walk-throughs, peer observations and professional learning communities to support teachers' continual professional learning, including aspects related to student and professional growth goals.

- Meeting the needs of beginning teachers is an ongoing concern of school leaders, particularly with respect to addressing the depth and breadth of work included in the comprehensive evaluation in a manageable and productive way.

School Level Contexts and Supports for TPEP

- The extent to which staffing resources, including assistant principals, counselors, deans of students, and teacher leaders are available can make or break the fidelity of TPEP implementation. Elementary principals generally have fewer supports compared to secondary principals, while solo principals have proportionately fewer of all types of supports.

- Principals who build and leverage the capacity of their school leadership team are in a better position to address the range of leadership work and push instructional improvement more effectively. This work includes aligning and integrating other improvement initiatives in a coherent way.

- More than half of school leaders indicate that rater reliability was an obstacle to TPEP implementation, and particular concerns were voiced about variation in scoring within buildings and across the district.

- The majority of school leaders feel that TPEP has positively impacted instructional quality, student learning outcomes, and teacher professional collaboration. However, nearly half (45%) feel that TPEP had no impact on teachers' skills to meet the instructional needs of students from diverse cultural backgrounds.

- About a third of school leaders believe that they do not receive adequate supports to work with teachers on TPEP-related activities. School leaders reporting this lack of support also indicated greater dissatisfaction with their ability to focus on instructional leadership, address student discipline, interact with families, and spend informal time with students.

District Contexts and Supports for TPEP

- The majority of principals, and an even larger proportion of assistant principals, find their district professional development to be useful, especially in collaboration with other school leaders. Most school leaders expressed a desire for additional training and opportunities for professional growth related to TPEP.

- School leaders mention rater reliability, collaboration, strategies for making the process manageable, feedback on their own performance, framework training, and

help with goal setting for teachers as examples of the kind of training they want. Additionally, a sizeable portion of school leaders believe they need to improve in delegating responsibilities, family engagement, and managing their overall workload.

- Most school leaders find the feedback they receive on their own evaluation to be helpful. However, 30% of principals and 36% of assistant principals report that supports for working on their own evaluation are not available.

- Districts can play an important role in mediating the evaluation process for principals and assistant principals and streamlining the process. Districts can also provide consistency in implementation while giving school leaders flexibility to adapt to individual needs, and help align TPEP with other improvement initiatives to create coherence.

State Level Policies, Supports and Sustainability

- The majority of school leaders agree that the change in administrative code allowing scores from the comprehensive evaluation to carry over to the focused evaluation prompted teachers to stretch themselves professionally. However, most school leaders did not believe that this change resulted in a reduction in the workload.

- About three quarters of school leaders agree that teachers who receive a 3 on their comprehensive evaluation should have the opportunity to earn a score of 4 on subsequent focused evaluations.

- The majority of principals and assistant principals believe that school leadership is a good career choice, at least for now. A smaller proportion of principals (13%) and assistant principals (6%) state that they are considering retirement in the next three to five years. For approximately 30% of the principal workforce TPEP has made them considering leaving their position as a school leader, and that percentage hasn't changed much in the last few years.

- School leaders view adequate staffing and time for professional development as critical for the sustainability of TPEP. This includes addressing the unequal distribution of assistant principals and other support staff, and tackling the impact of changes since the McCleary decision that have resulted in diminished time for professional development to support teacher collaboration and other aspects of the evaluation process.

Suggestions from the Field: Principals and Assistant Principals' Share Their Strategies

As part of this study, principals and assistant principals provided a wealth of ideas regarding the strategies they use as instructional leaders to meet the obligations of the evaluation, while simultaneously negotiating other aspects of their jobs.

- School leaders identify the ability to effectively delegate responsibilities as the most important strategy for navigating their workload. Delegating responsibilities may involve sharing the work with the school leadership team, an assistant principal,

dean of students, administrative intern, instructional coach, teacher leaders, clerical staff and others.

- Other strategies that school leaders employ to manage the workload include longer hours, use of technological tools, proactively plan and spread work out over the year, collaborate, prioritize, and implement programs to reduce student discipline issues.

- In order to productively engage with teachers, school leaders set clear and realistic expectations, provide specific feedback focused on growth, and develop collaborative arrangements and opportunities for teachers to work on their areas of focus and their student growth goals.

Conclusions and Implications

While the contexts and conditions under which TPEP is implemented may vary considerably, we discovered some essential elements that influence the extent to which school leaders can productively engage in the evaluation process. These elements include leveraging the capacity of school leadership teams, opportunities for professional growth and collaboration with other school leaders, the integration and alignment of initiatives within the school and district, efforts to streamline the process, and adequate staffing to support the work. Figure 1 displays these elements.

Figure 1. Essential Elements for Productive Engagement in Teacher Evaluation

Leveraging the Capacity of School Leadership Teams

When school principals engage with others in their buildings to create and sustain a leadership team that is committed to continual improvement, and they are able to share responsibilities and expertise, the workload of the principal becomes more manageable and engagement with TPEP is more productive. Often assistant principals are key players, but there are a host of other staff, including deans, counselors, teacher leaders, clerical staff, and district leaders who may assume a variety of responsibilities for

leadership and provide support. Principals who are skillful at building trust and leveraging the specific skills of others report being able to focus more attention on issues of instructional leadership.

Professional Growth and Collaboration with Other School Leaders

School leaders need and want time and opportunities for professional growth. In particular, they would welcome opportunities to hone their skills on rater reliability, conducting observations, and time to work on their own evaluations. Those opportunities are sometimes possible when they can engage with the school leadership team and collaborate with others in the building. In addition to school-based collaboration, some districts provide opportunities for school leaders to engage and share ideas across schools and districts. While some support is available, most school leaders feel that there is a lack of time and attention for their own evaluations. The majority of school leaders identify collaboration with other school leaders to be useful for their own professional growth, while at the same time improving their abilities to meet the requirements of TPEP.

Integration and Alignment of Initiatives

When school leaders choose to see TPEP as a means for advancing the instructional priorities of the school, they view its implementation more positively and appear to be less frustrated with their leadership work. Sometimes how TPEP is perceived by school leaders is influenced by the approach the district has taken to the work, with some districts embracing TPEP as a growth model whose primary purpose is to support instructional improvement. This type of orientation can help create coherence for school leaders in how they approach their responsibilities. This can happen when school leaders are able to engage in conversations with school staff and make specific connections between the evaluation process and other school and district priorities. These school and district efforts can reduce the likelihood of viewing TPEP as a "hoop to jump through" instead of a strategy for supporting instructional improvement. That said, school leaders cite how an increase in other responsibilities, particularly with respect to student discipline, can present challenges to alignment and integration goals.

Streamlining the Process

School and district leaders often seek ways to create a predictable and reasonable workflow for the evaluation process. At the district level, changes are sometimes made to requirements of the process, including reducing the number of required classroom observations and focusing on key priorities, so that school leaders can better manage the workload. Some school leaders aim to create more clarity and predictability for the process, often scheduling elements of the TPEP process far in advance and managing time so that scheduled commitments can be met, even amidst tightly packed calendars and unpredictable demands on leaders' time. Many also delegate some responsibilities to their school leadership team to help support the overall work of the school.

Sufficient Staffing

Adequate staffing is arguably the most critical of all the factors that influence productive engagement in TPEP. The workload for principals is daunting, and the lack of time to effectively interact with teachers and support their needs is cited as a major concern. The capacity of principals to create effective school leadership teams is influenced by the practical matter of the amount of staffing available at the school, whether it be additional administrators or other support staff. Principals report that having additional administrative staffing is the most useful support with respect to TPEP implementation. Evidence suggests that districts have responded to this need given the dramatic rise in the number of assistant principals, especially in elementary schools. This rise in the number of assistant principals prompts the question of how those new to the duties of teacher evaluation can be supported. A lack of adequate staffing and supports is especially evident in two cases: the case of the solo principal and the case of the assistant principal.

The Case of the Solo Principal

The majority of schools in the state have more than one evaluator, and not surprisingly, the size of a school is an important determinant of whether or not a school has an assistant principal. Thus, principals in smaller, and typically elementary schools are often faced with the task of being the only individual charged with the responsibility for teacher evaluations, along with all other administrative duties. Solo principals usually have more evaluations to conduct, and frequently lack adequate support for ensuring that teacher evaluations receive the requisite attention and care. Solo principals also have fewer opportunities to collaborate with peers and engage in professional learning that can support their capacity to do the job. As a result, solo principals are more likely to report that they need additional professional development related to TPEP.

The Case of the Assistant Principal

Similar to solo principals, assistant principals also often expressed concerns about the lack of opportunities to collaborate and engage in their own professional learning with their peers. In particular, assistant principals may not be given adequate time to work on issues of rater reliability and share strategies for effectively engaging with teachers. The lack of support is of concern given the increase in the number of assistant principals who are new to the role and may be more likely to need support in the early years of their administrative career.

Equity of Access

Throughout this report, we detailed examples of variation in the level of staffing support and the availability of other key resources necessary for successful TPEP implementation. One major concern is in the inequitable distribution of assistant principals. Approximately half of elementary schools with student enrollments of 400-499 have an assistant principal, while the other half are staffed with solo principals. We found a potential relationship between district wealth and administrative staffing in these

schools, and other evidence of workload inequities for solo principals. The issue of equitable access to supports is also present for some assistant principals, particularly with respect to availability of professional development. Additionally, concerns are mounting with respect to the reduction of the amount of time available for teacher collaboration, which is partly attributable to changes in the school funding system.

Another noteworthy equity issue is the concern that while TPEP is generally perceived as useful and has a positive impact on the quality of instruction, the evaluation process does not seem to have the same impact on teachers' capacity to meet the instructional needs of students from diverse cultural backgrounds. While this has been a focus in the state's recent framework trainings, this area may require greater intentionality on the part of the school leaders in working with teachers to develop appropriate instructional practices to address the needs of diverse student learners.

Sustainability

A number of factors are influencing the long-term sustainability of TPEP with respect to the principals' responsibilities. These include the rise in student discipline issues and expectations, the number of initiatives, programs, and other administrative duties of school leaders, and the lack of time to invest in instructional leadership with their teachers and engage in professional learning for themselves. The sheer workload of many school leaders impacts their perspectives on how useful TPEP is and their views of the likelihood that they will continue in their role as a school leader. This implies that adequate and equitable staffing resources are needed. Recent changes in administrative code sought to further advance a growth orientation but do not appear to reduce workload. Overall, principals appreciate the focus on professional growth that is intended by the evaluation process, but they also worry that without adequate resources and a sustained commitment to a growth perspective, the process will become less meaningful and more compliance-oriented.

In summary, the educator evaluation system in Washington state represents an ambitious statewide endeavor that requires significant investments of time and human resources in order to accomplish its goals. It is possible for TPEP to address the dual purposes of instructional improvement and accountability in a rigorous and sustainable way. However, continual attention must be paid to the supports and working conditions that are essential to make the promise of this initiative a reality in every school and for every educator.

Introduction

Washington state's revised teacher and principal evaluation system (TPEP) represents a substantial change in state education policy. Implementing an ambitious evaluation system has impacted educators across the system, but nowhere more intensely than at the school level. Prior research regarding TPEP has brought to light a variety of issues affecting the quality, substance, and sustainability of the new evaluation policy. This study builds on existing work by focusing on school leadership as key to successful TPEP implementation. The evaluation policy has changed the nature of principals' and assistant principals' work and their workload, and many have struggled to balance the roles and expectations of their position.

The primary purpose for this report is to provide practical examples of how school leaders[1] learn to productively support the professional growth of teachers. The goals of the research are to:
- Improve our understanding of the issues school leaders face in engaging with teaching staff on TPEP
- Explore the ways in which TPEP can prompt professional learning for principals and assistant principals and support increased leadership capacity
- Learn strategies for how principals navigate the workload under TPEP, both for those who are the sole evaluator in a building, and for principals who share evaluation responsibilities
- Explore issues of equitable access to supports and resources for school leaders in the implementation of the evaluation policy

Background on the Teacher and Principal Evaluation Program

Informing Literature

Principals play a key role in leading instructional improvement. They must respond to multiple immediate demands while simultaneously creating conditions that build school-wide capacity and also address the individual professional development needs of teachers (Drago-Severson & Maslin-Ostrowski, 2018; Hitt & Tucker, 2016). Donaldson (2013) considers the responsibilities of principals as developers of human capital by simultaneously considering their experiences with teacher hiring, assignment, evaluation, and professional development. In this complex environment, principals must develop ways to fairly and rigorously implement the new teacher evaluation systems that most states have adopted (Steinberg & Donaldson, 2016).

Teacher evaluation is commonly understood to serve dual purposes of accountability and improvement (Hargreaves & Braun, 2013; Papay, 2012). Evaluation for accountability has focused on using teacher evaluation to make decisions about hiring, firing, tenure, or salary. In recent years, the means for conducting evaluation for accountability purposes includes examining the ways in which a teacher's performance in the classroom contributes to student learning. In contrast, evaluation for improvement examines the extent to which both the process and the results of evaluation can inform decisions about professional learning opportunities

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needed to help teachers and schools engage in continuous improvement (Danielson, 2011; Goe, Biggers, & Kroft, 2012; Looney, 2011).

Consequently, the principal is tasked with addressing both purposes in conducting teacher evaluations. Donaldson and Woulfin's (2018) study of principals across thirteen districts uncovered variation in how principals use their discretion to either support or undermine district goals for teacher evaluation, with more effort aimed at enacting the system's growth and development goals and less attention paid to accountability goals. There is some evidence that maintaining a focus on improvement can lead to gains on accountability measures. A study of six high-performing high-poverty schools in Massachusetts examined how teacher evaluation was approached in these schools. All six schools had received the state's highest accountability rating. The researchers found that all of these schools prioritized the goal of developing teachers and focused on improvement over holding teachers accountable (Reinhorn, Moore Johnson & Simon, 2017). Derrington and Campbell (2017) report similar results, finding that principals only minimally supported accountability-oriented policies and emphasized collaboration and professional growth when implementing teacher evaluation policies.

Principals need support in conducting teacher evaluations, and the conditions under which school leaders conduct evaluation varies across districts and schools. Research by Grissom and Loeb (2017) in one urban district found differences in principals' ratings of teachers in high versus low stakes environments, with principals using lower rating categories more often in the low stakes condition. Principals also bear responsibility for setting the tone and promoting a productive and supportive school culture, often by building leadership capacity that shares responsibilities with other administrators, teacher leaders, and other support staff. The tone that is set can have an influence on teacher perceptions of the purpose and usefulness of evaluation processes. Finster and Milanowski (2018) find that teacher perceptions of the fairness of evaluation measures, the credibility of the evaluator, and the quality of feedback influence their perceived impact of the evaluation process on improving their teaching. Kraft and Gilmour (2016) identify district supports for principals that include providing principal training, hiring instructional coaches, reducing operational responsibilities, and developing peer evaluation systems. The researchers also found that evaluation systems can provide a framework and a common language to support the quality of feedback that teachers receive from principals (Kraft & Gilmour, 2016).

One of the challenges school leaders face in supporting teacher professional learning is that they evaluate teachers with skills and expertise that is different from the evaluator. That is, principals must provide feedback to teachers who are teaching grade levels, subject areas, or special populations of students that are outside the specific skill set of the evaluator. Rigby, et al. (2017) examined the nature of feedback provided to middle school mathematics teachers and found that school administrators focused on content-neutral instructional practices or on issues of classroom management and organization. Consequently, principals often turn to teacher leaders to provide guidance regarding instruction in particular subject areas or with specific groups of students.

Principals also turn to assistant principals, when available, to share the responsibilities for teacher evaluation and other aspects of their leadership roles. And these assistant principals also need support, as they are often new to both the role as school administrator and as an

evaluator of teachers. One study examining the instructional leadership capacity of assistant principals found that most of their mentoring and support came from informal meetings and interactions with their principals (Searby, Browne-Ferrigno & Wang, 2017). In this same study, assistant principals reported a lack of clarity in understanding how their instructional leadership was weighed and assessed as part of their own performance evaluations (Searby, Browne-Ferrigno & Wang, 2017).

Teacher Evaluation in Washington State

In 2010, the Washington state legislature adopted Senate Bill 6696 which authorized the change from a two-tier system of satisfactory/unsatisfactory teacher evaluation to a four-tier system called the Teacher and Principal Evaluation Project (TPEP). The legislation created eight new criteria on which teachers were to be evaluated, and required that districts select one of three approved instructional frameworks[2] to help align instruction with state standards and to provide a common language for quality teaching. The eight state teacher evaluation criteria descriptors include: high expectations, instructional practice, differentiation, content knowledge, learning environment, assessment, families and community, and professional practice.[3]

The state identified two types of evaluation: comprehensive and focused. Teachers on provisional or probationary status must be evaluated annually on the comprehensive evaluation, meaning that the evaluation must assess all of the state's eight criteria in developing the rating. All classroom teachers must receive a comprehensive summative evaluation at least once every four years; otherwise teachers are evaluated annually on a focused plan which addresses at least three of the eight state criteria.

A key component of the evaluation system is evidence of student growth on multiple measures as identified in three of the eight criteria. It is student growth in subject-matter knowledge, understandings, and skill between two points in time, not student achievement that is relevant as a form of evidence for use in the state's teacher evaluation system. According to the legislation, state tests can be used to measure student growth, but districts are not required to use them. The use of multiple measures of student growth in teacher evaluation adds a fundamentally new and complex feature to teacher evaluation.

Washington's new model requires substantially more time than the prior evaluation system as principals are required to meet with teachers to create individualized professional and student growth goals, and identify ways of measuring progress toward achieving them. Unlike states that now use value-added student test scores as a percentage of the teacher's evaluation, Washington's process places an emphasis on professional conversations around specific

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[2] The three instructional frameworks are: Charlotte Danielson's Framework for Teaching, the Marzano Teacher Evaluation Model, and the Center for Educational Leadership's 5D+ Evaluation Rubric (CEL). Descriptions of these frameworks can be found at: http://tpep-wa.org/the-model/framework-and-rubrics/

[3] Washington's Teacher Evaluation Criteria include: 1) Centering instruction on high expectations for student achievement, 2) Demonstrating effective teaching practices, 3) Recognizing individual student learning needs and developing strategies to address those needs, 4) Providing clear and intentional focus on subject matter content and curriculum, 5) Fostering and managing a safe, positive learning environment, 6) Using multiple student data elements to modify instruction and improve student learning, 7) Communicating and collaborating with parents and the school community, and 8) Exhibiting collaborative and collegial practices focused on improving instructional practice and student learning.

student growth goals and the instructional practices designed to achieve them. Principals conduct formal observations with requisite pre- and post-conferences, gather various forms of evidence, and create written records. For most districts, the number and duration of classroom observations across the school year, scripting, evidence gathering and documentation to create a formal record represents a significant increase in workload for principals. In Washington state, this grassroots approach – the variety and discretion districts are allowed in the use of student growth measures, and implementation of the evaluation system overall – makes it a particularly interesting case for examining the variation in implementation strategies and the role that local choice may play.

There have been some administrative adjustments to the evaluation policy. One change involved the ability to carry the score from a comprehensive evaluation in the prior year, to the focused evaluation in the subsequent year. This applies only to teachers and principals who have received a score of proficient (level 3) or distinguished (level 4) and have been moved to the focused evaluation. The change was made to encourage teachers and principals to address areas of challenge during the focused evaluation. A second change set the deadline for moving a teacher or principal from a focused evaluation to a comprehensive within the school year to December 15. A third change involved expanding the definition of an observation to include activities that may take place outside of the classroom or school day. Districts were allowed to begin implementation of these changes in either the 2016-17 or the 2017-18 school years.

Research Questions and Methods

Research Questions

The study examines what principals and assistant principals need to implement TPEP in ways that promote and support teachers' professional growth and student learning by investigating the following research questions:

1. How do school leaders balance their responsibilities as instructional leaders while meeting other demands of the job, such as implementing new student discipline rules, addressing chronic absenteeism, providing equitable access to learning opportunities, improving family engagement, and supporting multiple pathways to college and career?
2. In what ways has the administrative code change regarding the scoring of focused evaluation impacted evaluators' workload? In what ways has it impacted educator willingness to tackle the challenging areas of practice, and what else seems to influence this?
3. What variation in principal workload exists by school level (elementary, middle, and high) and by the number of evaluators per building?
4. How do principals use the expertise of teacher leaders, instructional coaches and others to support the professional and student growth goals related to teachers' evaluations? In what ways, if at all, does peer assistance and review (PAR) support teachers' professional growth? How do these activities impact principal workload?

5. How do principals and assistant principals implement TPEP in ways that are consistent with the overall approach to leading improvement and the learning priorities of the school?
6. What issues of equitable access to supports and resources are most acute for school leaders in the implementation of TPEP, where are they located, and what might be done to increase opportunities for these educational leaders?
7. How do principals negotiate roles, expectations, and rater reliability for teacher evaluations with assistant principals?
8. What can the state, Educational Service Districts, and local districts do to provide necessary support for principals and assistant principals?

Mixed-Methods Design

To address these questions, we employed a concurrent mixed-methods research design (Creswell & Plano Clark, 2011) using a three-pronged approach that included database analysis, surveys, and case studies. We compiled and analyzed statewide administrative data for school principals and assistant principals to provide background information on their distribution across schools and their characteristics. This dataset was used to help inform the design for our two other methods: an online survey of a statewide sample of principals and assistant principals, and case study work from a strategic sample of 11 schools. The analysis of administrative datasets also was used to analyze issues of equity of access to resources for TPEP implementation.

The statistically representative surveys offer a broad source of information concerning TPEP implementation efforts and challenges. Our survey design was informed by a review of similar surveys and our prior research, as well as consultation with knowledgeable practitioners. The primary qualitative strategy involved semi-structured interviews with principals, assistant principals, teacher leaders, and district staff. The interviews were conducted in two rounds beginning in spring 2018. Overall, 11 principals, 14 assistant principals, 16 teachers and certificated school staff, and 5 district staff participated, as part of the 43 interviews conducted (some school and district leaders were interviewed more than once, and some staff were interviewed together). Audio recordings were transcribed and coded, and categorical aggregation was used to establish initial themes and patterns. The qualitative data was also examined across school case studies for cross-cutting and divergent themes. In addition, a variety of archival sources (e.g., school schedules, implementation plans, collective bargaining agreements) were collected to offer both qualitative and quantitative information pertinent to the research questions. We triangulated the findings from the case study work, items from the statewide TPEP surveys, and the analysis of administrative data to provide a comprehensive, rigorous analysis.

Data Sources and Sampling

Sampling Design, Instruments and Procedures for Statewide Surveys

Procedures for Statewide Survey

Quantitative data was collected via online surveys of a representative sample of the state's principals and assistant principals. Stratified random sampling was the most robust and appropriate method for deriving a sample of school administrators for the statewide surveys. Potential participants were placed in stratified groups by school poverty level and school size. The use of a stratified random sample design ensures the representativeness of the sample by reducing the risk of losing certain subgroups when simple random sampling is used, and supports analyses that are generalizable to the administrator population statewide. A stratified random sampling design was used for principal and assistant principal groups. The sampling frames were generated from state administrative datasets for the 2017-18 school year.[4]

Based on the population of each group within the state during the 2017-18 school year, desired completed sample sizes were determined to be 300 principals (from a total of 1,983) and 200 assistant principals (from a total of 1,411). Anticipating nonresponse, we invited participation from double the desired sample in each group; thus, 600 principals and 400 assistant principals were invited to participate. Principals and assistant principals were stratified into different cells based on school enrollment size and school poverty level. The proportionate allocation method was used to determine the distribution of overall sample size into each cell; that is, the proportion of total sample size in a particular cell was designed to be the same as the proportion of the population in that cell.[5]

Survey Instruments, Data Collection and Analysis

Survey items were developed by examining prior statewide surveys commissioned by the state, as well as the research team's previous survey and case study work regarding teacher and principal evaluation. The survey design included "branched" items that allowed different follow-up questions based on participants' responses. Draft survey instruments were piloted with practitioners, and adjustments were made in response to the pilot outcomes. Email addresses for potential principal and assistant principal participants were collected via publicly available school and district websites. The online instruments were deployed on March 27, 2018, and data collection concluded in May 21, 2018.[6] A total of 447 principals and assistant principals

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[4] Preliminary S-275 data for the 2017-18 school year was combined with school and district demographic data to create sampling frames for the state's principal and assistant principal workforce.

[5] Within each group, every individual was randomly assigned a unique randomized number generated as its identification key. Then, all individuals were ranked in ascending order within each cell. To draw a sample from a certain cell, a fixed number of individuals were drawn from the sheet of the stratum, starting from the first person in the sheet.

[6] The surveys were administered through a secure website which allowed participants to receive a unique link to the survey, thereby protecting confidentiality and securing access to verified participants. The online surveys allowed for individualized reminders and follow-up messages to be sent to those who had not yet completed the surveys. Participation rates were nearly identical for principals (44.7%) and assistant principals (44.8%) for those who received the email invitation and responded to the survey.

responded to the survey, representing 89.4% of our desired sample of 500 respondents. The final survey datasets included 268 principals and 179 assistant principals. Table 1 provides data about sample sizes and participation rates for principals and assistant principals.

Table 1: Survey Samples and Participation Rates by Group				
School Administrators	Number of Invitations Sent	Desired Sample Size	Achieved Sample Size*	Percent Desired Sample
Principals	600	300	268	89.3%
Assistant Principals	400	200	179	89.5%
Total	1,000	500	447	89.4%

Four individuals self-identified on the survey as APs rather than principals as designated in the S-275.

To examine the representativeness of the samples of principals and assistant principals, we compared distributions of variables in the survey samples to their distributions in the statewide population (see Table 2).

Table 2: Demographic Characteristics of Principal and Assistant Principal Sample Groups* Compared to All Principals and Assistant Principals Statewide				
	Principal Sample* (n=264)	All Principals Statewide (N=1,983)	Assistant Principal Sample* (n=183)	All Assistant Principals Statewide (N=1,411)
Sampling Criteria				
School Poverty Level (FRPL)				
<=25%	17%	20%	22%	22%
25.1% - 50%	41%	35%	43%	38%
50.1% - 75%	31%	29%	23%	26%
>75%	11%	13%	13%	12%
Other/not reported	0%	4%	0%	2%
School Enrollment				
<=500	53%	49%	15%	17%
501 - 1,000	40%	38%	52%	49%
1,000 - 1,500	2%	5%	15%	13%
>1,500	5%	4%	18%	19%
Other/not reported	0%	4%	0%	2%
Non-Sampling Criteria				
*Region of State**				
Eastern WA	24%	28%	22%	24%
Central Puget Sound (ESD 121)	34%	35%	43%	43%
Western WA (outside ESD 121)	42%	36%	35%	32%
School Level				
Elementary (K-5 or K-6)	55%	55%	43%	32%
Middle School (6-9)	19%	17%	16%	24%
High School (9-12 or 10-12)	14%	17%	36%	37%
Multiple/Other (e.g., K-8, K-12)	11%	8%	5%	6%
Other/not reported	0%	3%	0%	2%

Principals as defined by duty roots 21 and 23, and Assistant Principals as defined by duty roots 22 and 24 in 2016-17 Preliminary S275.

**Region as represented by Educational Service Districts. Central Puget Sound is represented by ESD 121. Western WA (not including ESD 121) is represented by ESDs 112, 113, 114 and 189. Eastern WA is represented by ESDs 101, 105, 123 and 171.*

As can be seen in Table 2, distribution of the principal and assistant principal samples closely parallels the distribution in the statewide populations in terms of the sampling criteria of school poverty level and school enrollment. Among non-sampling criteria, the samples also closely reflect the populations with the exception of school level for assistant principals only. Assistant principals are somewhat over-represented at the elementary level and somewhat under-represented at the middle school level. We also note that each of the state's three instructional frameworks are represented among the survey respondents, with 46% reporting that they use CEL 5D+, 40% use the Danielson framework, and 15% use the Marzano framework.

The screening question about responsibilities for the formal evaluation of teachers revealed that nearly all principals and assistant principals (99%) had TPEP responsibilities in the 2017-18 school year. The three individuals that did not indicated a change in assignment during the year or other responsibilities in the building.

Survey responses were analyzed for differences in responses between principals and assistant principals, and we further disaggregated their data by pertinent characteristics such as school enrollment, region of the state, school poverty level, school level, and whether a school had one or more than one administrator in the building.

Sampling Design for Case Studies

The primary qualitative strategy involved semi-structured interviews with principals, assistant principals, teachers and other certificated school staff, and district staff conducted in two rounds over a seven month period in 2018 from May to November in eleven schools. School sampling for the case study work was based on region of the state, school level, instructional framework adopted, school poverty level, and whether there were one or multiple administrators in the building. In addition, we sought recommendations from well-informed educators and members of the state's TPEP Steering Committee. Characteristics of the eleven schools participating in the study are displayed in Table 3.

Table 3: Characteristics of Case Study Schools							
School Level	Grades	Educational Service District	Instructional Framework	Assistant Principal	Enrollment*	Poverty Rate* FRPL	# Teachers
Elementary #1	K-5	123	Danielson	No	363	57%	23
Elementary #2	K-5	189	CEL	No	367	28%	23
Elementary #3	PK-5	121	CEL	No	372	48%	22
Elementary #4	3-5	123	CEL	Yes	474	78%	30
Elementary #5	3-5	189	CEL	No	493	48%	30
Elementary #6	PK-4	171	CEL	Yes	620	45%	38
Middle School #1	6-8	101	Danielson	Yes	396	33%	26
Middle School #2	6-8	189	CEL	Yes	665	54%	48
Middle School #3	6-8	123	Danielson	Yes	896	49%	48
High School #1	9-12	189	CEL	Yes	1,188	21%	98
High School #2	9-12	101	Marzano	Yes	1,569	77%	107

*Based on May 2017-18 Student Count from OPSI's Washington State Report Card.

As a function of being strategically sampled, these schools are not representative of schools statewide. However, they do provide illustrative examples of particular contexts and conditions that are relevant to TPEP implementation and the workload of principals and assistant principals.

In addition to the qualitative data we collected from the school case study sites, we also were provided with documents from schools and districts relevant to TPEP implementation and workload, and attended one of the state-sponsored Leadership Labs, "Putting the 'G' (Growth) in TPEP" in November 2018 to gather additional perspectives from school and district leaders.

Characteristics of the School Administrator Workforce

Our analysis of state administrative datasets provides a portrait of the characteristics of principals and assistant principals statewide. In the 2017-18 school year, there were 1,983 principals and 1,411 assistant principals working in Washington state. More than half of principals (50.8%) and assistant principals (55.3%) are female. Nearly all principals (95.5%) and assistant principals (92.9%) have an advanced degree (Master's or doctorate). Not surprisingly, principals have more years of experience working as educators than assistant principals. Nearly one quarter of principals (23.6%) have 25 or more years of experience, compared to 12.3% of assistant principals. Table 4 provides details.

Table 4: Characteristics of Washington Principals and Assistant Principals in 2017-18	Principals			Assistant Principals		
	Statewide	Elementary	Secondary	Statewide	Elementary	Secondary
Headcount	1983	1222	761	1411	496	915
Full-Time Equivalent	1914	1173	741	1348	476	872
Gender						
Female	50.8%	58.3%	38.8%	55.3%	72.2%	46.1%
Male	49.2%	41.7%	61.2%	44.7%	27.8%	53.9%
Education						
Bachelor ("B", "G" & "H" categories)	3.5%	3.3%	3.8%	5.2%	5.6%	5.0%
Master	91.9%	91.7%	92.2%	91.0%	90.9%	91.0%
Doctorate	3.6%	3.6%	3.5%	1.9%	1.4%	2.2%
Other ("S" & "V" categories)	0.5%	0.5%	0.4%	0.9%	1.0%	0.8%
Unidentified	0.6%	0.9%	0	1.0%	1.0%	1.0%
Ethnicity						
Asian/Pacific Islander/Native Hawaiian	2.4%	2.6%	2.1%	3.6%	5.4%	3.3%
African American	2.6%	2.6%	2.6%	6.0%	5.0%	6.4%
Hispanic	3.3%	3.0%	3.8%	5.8%	6.0%	5.7%
Native American/Alaskan Native	0.8%	0.4%	1.3%	0.5%	0.6%	0.4%
White (non-Hispanic)	89.6%	90.1%	88.7%	82.2%	80.8%	83.0%
More than one race	1.3%	1.2%	1.4%	1.9%	1.8%	1.2%
Years of Experience as a Certificated Educator						
0-4 years	7.3%	7.2%	7.5%	9.7%	14.3%	7.2%
5-14 years	23.8%	25.6%	20.9%	42.2%	49.6%	38.1%
15-24 years	45.3%	43.1%	48.9%	35.9%	29.4%	39.3%
25 yrs or more	23.6%	24.1%	22.7%	12.3%	6.7%	15.3%

NOTE: Preliminary S275 duty roots 21, 22, 23 or 24 with FTE designation greater than 0 in given year.
Because some administrators have multiple duty roots, headcounts of principals and APs do not necessarily sum to the total.

It is important to note the lack of change in the racial and ethnic diversity of principals and assistant principals. In 2017-18, nearly nine of every ten principals (89.6%) were White, a statistic that is identical to the proportion of principals who were White in 2010-11. For assistant principals, the proportion who were White was 83% in 2010-11, dropping very slightly to 82.2% in 2017-18. The percent of Black/African American principals and assistant principals has actually decreased since 2010-11, from 3.3% of principals and 7% of assistant principals to 2.6% and 6.0%, respectively. During this same time period, there have been increases of less than one percentage point in the proportion of principals who identify as Hispanic (from 2.8% to 3.3%), Native American/Alaskan Native (from 0.5% to 0.8%), and Asian/Pacific Islander/Native Hawaiian (from 2.2% to 2.4%). For assistant principals, there was no change in the percent of Hispanics (5.8%), a decrease in the percent of Native American/Alaskan Natives (from 0.8% to 0.5%), a decrease in the percent of Black/African Americans (from 7% to 6%) and an increase in the proportion of Asian/Pacific Islander/Native Hawaiians (from 2.4% to 3.6%). Appendices A and B provide details regarding the characteristics of principals and assistant principals for the years 2010-11 to 2017-18.

Distribution of Administrative Staffing Across Schools

Schools vary in the amount and types of administrative staffing levels that are available to carry out leadership responsibilities, including teacher evaluation. One of our research questions examines the variation in principal workload by school level and by the number of evaluators per building. We use state administrative datasets to examine this variation. We found that 43% of schools have a principal (either full-time or part-time) who is the sole school administrator in the building. For purposes of our discussion, we refer to these schools as having a *solo principal*.

We also found that 17% of schools have more than 2 Full-Time Equivalent (FTE) allocations of principals and assistant principals. In order to understand how differences in administrative staffing levels are distributed across schools, we analyzed the population of all principals and assistant principals in the state by school size, school level, region of the state, student poverty level, and district wealth.

As would be expected, school enrollment is an important consideration in determining the allocation of principals and assistant principals to a school. Some small schools may only have a part-time principal, while larger schools are often staffed with a full-time principal and one or more full-time assistant principals. In 2017-18, nearly half (48%) of secondary assistant principals worked in schools with enrollments of 1,000 students or more, and the majority of elementary assistant principals (69%) worked in elementary schools with enrollments of 500 students or more. Nearly half of elementary assistant principals (46%) worked in schools in the Central Puget Sound region (ESD 121).

Larger proportions of elementary school assistant principals worked in schools with higher proportion of students in poverty, students of color, and students enrolled in the Transitional Bilingual Instructional Program (TBIP), compared to the proportion of principals working in the same schools. For example, more than half (51%) of elementary assistant principals worked in schools where the percent of students enrolled in the Free or Reduced Price Lunch Program (FRPL) was 50% or greater, while only 47% of the state's elementary principals worked in these schools. Additionally, 32% of elementary assistant principals worked in schools where student enrollment in TBIP was 26% or greater, compared to 19% of principals working in the same schools. One quarter (25%) of elementary assistant principals worked in schools where students of color comprised at least 75% of all students in the school, compared to 13% of principals. Thus, it appears that elementary assistant principals are being assigned to schools with greater needs. Table 5 provides details about the characteristics of schools in which elementary principals and assistant principals worked in 2017-18. Appendices A and B provide longitudinal data about the characteristics of principals and assistant principals since 2010-11.

Table 5: School Characteristics of Principals and Assistant Principals: 2017-18								
	Elementary Principals		Elementary AP		Secondary Principals		Secondary AP	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Number of Principals	1222		496		761		915	
Region of the State								
Western WA ESD 112 (Southwest)	111	9%	40	8%	70	9%	91	10%
Western WA ESD 113 (Capital Region)	92	8%	29	6%	65	9%	51	6%
Western WA ESD 114 (Olympic)	55	5%	12	2%	36	5%	35	4%
Western WA ESD 189 (Northwest)	175	14%	63	13%	105	14%	129	14%
Central Puget Sound ESD 121	448	37%	229	46%	245	32%	379	41%
Eastern WA ESD 101 (Spokane)	134	11%	17	3%	77	10%	65	7%
Eastern WA ESD 105 (Yakima)	64	5%	45	9%	49	6%	64	7%
Eastern WA ESD 123 (Southeast)	77	6%	42	8%	53	7%	72	8%
Eastern WA ESD 171 (North Central)	58	5%	11	2%	46	6%	29	3%
Other or not reported	8	1%	8	2%	15	2%	0	0%
Poverty of School*								
0-25% FRPL	265	22%	107	22%	163	21%	256	28%
26-49% FRPL	358	29%	132	27%	287	38%	353	39%
50-74% FRPL	391	32%	153	31%	208	27%	214	23%
75+% FRPL	178	15%	100	20%	63	8%	65	7%
Not reported/missing	30	2%	4	1%	40	5%	27	3%
Student Race/Ethnicity								
0-25% students of color	310	25%	67	14%	206	27%	198	22%
26-49% students of color	429	35%	159	32%	293	39%	395	43%
50-74% students of color	286	23%	142	29%	136	18%	181	20%
75+% students of color	164	13%	124	25%	87	11%	114	12%
Not reported/missing	33	3%	4	1%	39	5%	27	3%
School Enrollment								
1-199	82	7%	4	1%	90	12%	7	1%
200-399	300	25%	36	7%	118	16%	34	4%
400-499	329	27%	109	22%	62	8%	43	5%
500-599	265	22%	153	31%	62	8%	58	6%
600-799	199	16%	166	33%	125	16%	158	17%
800-999	17	1%	17	3%	91	12%	146	16%
1000+	6	0%	4	1%	174	23%	441	48%
Not reported/missing	30	2%	7	1%	39	5%	28	3%
Transitional Bilingual								
0-25% TBIP	961	79%	335	68%	699	92%	856	94%
26-49% TBIP	183	15%	127	26%	29	4%	31	3%
50-75% TBIP	43	4%	27	5%	1	0%	1	0%
75+% TBIP	5	0%	3	1%	1	0%	0	0%
Not reported/missing	30	2%	4	1%	31	4%	27	3%

Preliminary S275 for 2017-18 with administrator as the unit of analysis (not school.
Characteristics represent individuals' primary buildings (highest FTE, or largest enrollment if equal FTE).
Poverty based on percent of students enrolled in Free or Reduced Priced Lunch Program.

We also examined how solo principals are distributed across schools by enrollment size. The vast majority (91%) of schools with an enrollment less than 200 students had a solo principal, while only one school with an enrollment of 800 or more students had a solo principal (see Table 6).

Table 6: Distribution of Solo Principals by Enrollment Size			
	# Schools in Category	# Schools with Solo Principal	
School Enrollment			
1-199	217	197	90.8%
200-399	413	325	78.7%
400-499	380	190	50.0%
500-599	311	78	25.1%
600-799	326	26	8.0%
800-999	102	1	1.0%
1000+	169	0	0

It is interesting to note that one school size category (enrollment size of 400-499) was exactly evenly split, with 50% having a solo principal, and 50% having more than one school administrator in the building. When examining the characteristics of these 380 schools with enrollments between 400-499 students, we find a difference with respect to district wealth. Using the state's 14% levy rate as an indicator of district property wealth,[7] we find that a higher proportion of schools with solo principals are found in districts that have lower property wealth (i.e., a 14% levy rate higher than the state average). As shown in Table 7, more than half (55%) of schools in districts with lower property wealth have solo principals, compared to just 38% of schools in districts with higher than average property valuation per student. It should be noted that this is descriptive data and should not be interpreted as evidence of a causal relationship. However, it does suggest that district fiscal capacity is a factor that influences the administrative staffing levels of school buildings.

Table 7: 14% Levy Rates in Schools with Enrollments of 400 to 499 Students			
	# Schools in Category	# Schools with Solo Principal	
14% Levy Rates (State Average = 1.498)			
1.498 or less	108	41	38.0%
1.499 or more	272	149	54.8%

When examining the distribution of solo principals by school level, we find that approximately half (51%) of elementary schools have a solo principal. Much smaller percentages of middle schools (18%) and high schools (26%) have a solo principal. This is as might be expected since, generally speaking, secondary schools have larger enrollments than elementary (see Table 8). We also find that schools with other grade configurations (e.g., K-12, 6-12, K-8) have higher proportions of solo principals. It should be noted that the distribution of solo principals among our sample of elementary and high school principals who responded to our survey resembles that of the statewide population. Nearly half (48%) of elementary principals, 24% of

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[7] The 14% levy rate is the tax rate needed to collect a levy equal to 14% of the district's levy base. It is a computational tax rate used to determine if districts receive Local Effort Assistance (LEA) from the state. LEA is intended to help fund districts with above average local tax rates due to low property valuations.

middle school principals, and 26% of high school principals who responded to our survey indicated that they are the solo principal in the building.

Table 8: Distribution of Solo Principals by School Level			
	# Schools in Category	# Schools with Solo Principal	
School Level			
Elementary	1071	548	51%
Middle	336	59	18%
High School	328	85	26%
Other	183	126	69%

We also examined whether differences exist in the proportion of schools with solo principals by region of the state. As would be expected, the Central Puget Sound region (ESD 121) has the largest number but the smallest proportion of schools (30%) with solo principals, while schools in ESD 101 in Eastern Washington have the highest proportion of schools with solo principals (67%). Table 9 provides details about the distribution of schools with solo principals by Educational Service District (ESD) in the 2017-18 school year. Appendix C provides additional information regarding schools and the FTE distribution of principals and assistant principals.

Table 9: Distribution of Solo Principals by Educational Service District (ESD)			
	# Schools in Category	Schools with Solo Principal	
Region of the State		Number	Percent
Western WA ESD 112 (Southwest)	179	81	45%
Western WA ESD 113 (Capital Region)	156	89	57%
Western WA ESD 114 (Olympic)	91	57	63%
Western WA ESD 189 (Northwest)	281	120	43%
Central Puget Sound ESD 121	669	200	30%
Eastern WA ESD 101 (Spokane)	203	136	67%
Eastern WA ESD 105 (Yakima)	107	30	28%
Eastern WA ESD 123 (Southeast)	123	48	39%
Eastern WA ESD 171 (North Central)	99	54	55%
OSPI (e.g., charter schools, other)	10	3	30%

Growth Rates in the Number of Principals and Assistant Principals

In a previous research report that examined principal retention and mobility in Washington state, we found that in recent years, the number of assistant principals has outpaced both the growth in the number of principals and the growth in student enrollment, with most of the increase occurring in elementary schools (Plecki, Elfers & Wills, 2017). We updated the analysis from the previous research by examining the time period from 2010-11 to 2017-18 and found similar results.

From 2010-11 to 2017-18, the number of full-time equivalent (FTE) principals increased 7.63%, from 1,768 to 1,914. During this same time period, student enrollment increased by 7.59%,

nearly identical to the growth rate in principal FTE. However, the rate of increase in the number of assistant principals is much greater than that of principals. The number of FTE assistant principals increased from 850 to 1,384, representing an increase of 38.6% (see Table 10). A complete table of the analysis with both FTE and headcount is provided in Appendix D.

Table 10: Students Per Principal and Assistant Principal 2010-11 to 2017-18								
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Student Enrollment	1,041,892	1,043,536	1,050,900	1,056,809	1,075,107	1,084,359	1,113,875	1,127,493
# Principals (FTE)	1767.55	1774.9	1799.57	1824.04	1861.91	1840.34	1896.35	1914.04
Students per Principal FTE	589.46	587.94	583.97	579.38	577.42	589.22	587.38	589.06
FTE to maintain 2010/11 ratio		1770.34	1782.83	1792.86	1823.90	1839.59	1889.67	1912.77
# Assistant Principals (FTE)	849.59	841.88	867.4	943.25	1042.54	1094.95	1290.27	1348.29
Students per AP FTE	1226.35	1239.53	1211.55	1120.39	1031.24	990.33	863.29	836.24
FTE to maintain 2010/11 ratio		850.93	856.94	861.75	876.67	884.22	908.29	919.39

The vast majority of the increase in assistant principals is at the elementary level, where the number of elementary assistant principal positions nearly quadrupled, from 120 FTE to 476 FTE over the eight-year time period. That said, it is important to note that the vast majority of assistant principals work in secondary schools. In 2010-11, more than four-fifths of all assistant principals (85%) worked in secondary schools. By 2017-18, that proportion decreased to 68%. (see Appendix C).

The growth in the number of principals and assistant principals can also be viewed by examining the ratio between the number of students and the number of principals and assistant principals. In Table 10, we can see that the ratio of students per principal in 2017-18 is identical to the ratio in 2010-11, at 568 students per FTE principal. However, the ratio of students per assistant principal changed from 1,226 students per assistant principal in 2010-11 to 836 students in 2017-18. This is to be expected, given the increase in the number of assistant principals during this time period.

Drawing from the data provided in Table 10, we compare the actual rate of growth of assistant principals during the time period from 2010-11 to 2015-16 with the rate of growth necessary to maintain the same ratio of students per administrator as was the case in 2010-11. Figure 1 displays this data. As can be seen in Figure 1, over time, the growth in assistant principal FTE exceeds the rate of growth needed to maintain the 2010-11 ratio of students per FTE assistant principal, beginning in 2013-14 and continuing to increase each year through 2017-18. The implementation of the state's Teacher and Principal Evaluation Program (TPEP) coincides with the increase in the number of assistant principals.

Figure 1: Growth in Assistant Principals:
2011-12 to 2017-18

Chart legend: ■ # Assistant Principal (FTE)   ■ FTE to maintain AP 2010/11 ratio

X-axis categories: 2011/12, 2012/13, 2013/14, 2014/15, 2015/16, 2016/17, 2017/18
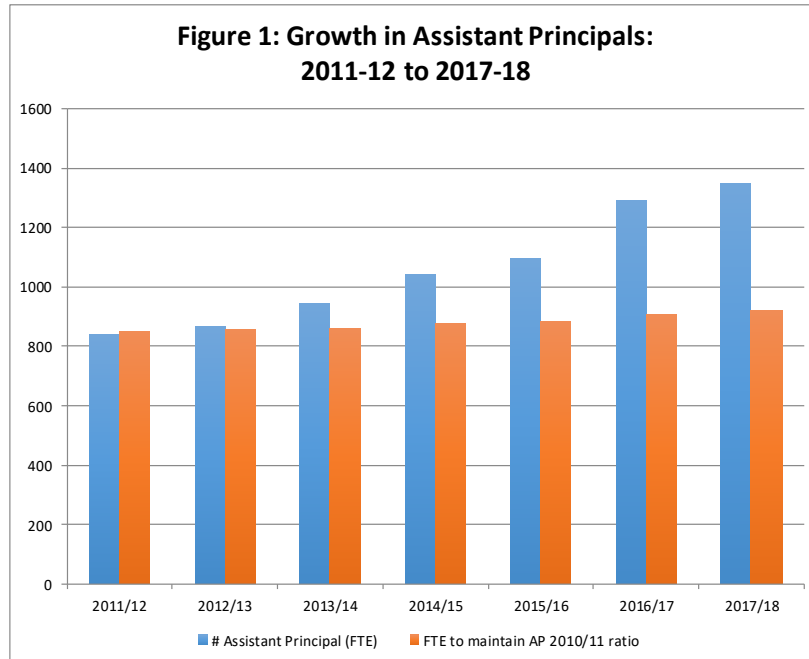
Key Findings Regarding Characteristics of the Administrator Workforce

- In 2017-18, nearly nine of every ten principals (89.6%) were White, a statistic that is identical to the proportion of principals who were White in 2010-11.

- Statewide, 43% of schools have a principal (either full-time or part-time) who is the sole school administrator in the building. Approximately half (51%) are elementary schools, 18% are middle schools, and 26% are high schools.

- School size is an important factor in determining whether schools are staffed with an assistant principal. However, when examining schools with enrollments of 400 to 499 students, there is evidence that district fiscal capacity may be a factor influencing whether schools are staffed with an assistant principal.

- From 2010-11 to 2017-18, the number of full-time equivalent (FTE) principals increased 7.63%, and student enrollment increased by 7.59%, nearly identical to the growth rate in principal FTE. However, the number of FTE assistant principals increased by 38.6% during this same time period. The number of FTE assistant principals at the elementary level nearly quadrupled over this eight-year time period.

Findings

School leadership is of critical importance in supporting teacher evaluation. Prior research on the implementation of TPEP documents a shift in principals' work toward instructional leadership and the ways it has improved principals' capacity for meaningful conversations about teaching and learning. However, principals may need support to engage with their staff in ways that impact professional growth and improve student learning. The findings in this report begin with an examination of how school leaders seek to negotiate TPEP in the midst of other responsibilities. We discuss the nature of multiple and competing demands, the role of TPEP in supporting professional learning, its impact on the principal workload and issues of equity. Subsequent sections of the report explore the work of teacher evaluation within school and district contexts, as well as the nature of state level policies, and access to and supports for school leaders. We conclude with a section in which principals and assistant principals offer suggestions for successfully navigating the workload of teacher evaluation.

School Leaders Balancing Responsibilities

The job of a school principal is complex and demanding. Principals are responsible for creating safe and meaningful learning environments for students, supporting staff and engaging with families. In addition to their instructional leadership responsibilities, school leaders manage a host of other activities including budgets, master schedules, personnel issues, school facilities, discipline policies, extracurricular activities and bus schedules, and grapple with unexpected and pressing issues that arrive daily at their schools. Much of their job is about balancing the competing demands on their time, so they can accomplish both short and long term goals. This section of the report examines teacher evaluation within the workload and the responsibilities of a school leader.

Nature of Multiple and Competing Demands

Most principals agree that supporting professional learning and accountability in the form of teacher evaluation is an important part of the job. In order to meet the requirements of a more rigorous evaluation system, school leaders are seeking to balance their responsibilities as instructional leaders while meeting the increasing demands on their time. An elementary principal with 23 years of experience explains these increasing challenges:

> I think in schools, you're pulled in a lot of different directions. When you've got a crisis with a family, or an angry email from a parent, or a student who's having lots of behavioral issues or whatever, people are looking to you as a principal to help support that. You can distribute some of those things, but some you have to carry yourself, because you're going to be accountable to that. That's where that push and pull comes from. How do I manage the kind of variety of issues that come up in a school day, in a week, in a year? Then how do I also keep my focus on instructional leadership?

For some principals, the tension between instructional leadership and other leadership responsibilities prompts the question of whether they consider themselves to be primarily instructional leaders or building managers. An elementary principal who is the sole evaluator in a school of around 400 students explains:

> I feel like the system right now of the role of principal is shifting and there's pressure to move into that role of principal as instructional leader and that is exactly what I want to

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spend all of my time [on]. But then there's the reality of the situation… if we really wanted to do this and have it be where principals are instructional leaders and they're doing the work without sacrificing their family, without sacrificing their health, without sacrificing everything, then we need to look at, what are the structures in the systems that are setup for school to be successful…

Principals have a vision for enacting teacher evaluation, but realities can overwhelm efforts, or result in compromises or tradeoffs between evaluation activities and other important things. Principals in the case study districts described how their best intentions for evaluation efforts can be derailed. These include substantial issues such as changes in the composition of teaching or administrative staffing, juggling responsibilities for opening a new school or remodeling a building, or day to day interruptions that prevent opportunities for principals to be in classrooms. Context matters in terms of understanding whether teacher evaluation has been implemented in ways that support teachers' professional growth. While resistance to TPEP exists in some places, this study seeks to explore what essential supports must be in place to expect that principals and assistant principals can do the work of evaluation at a high level over time. Lack of resources or supports may be part of the underlying cause that prevents school leaders from being effective in this work, and concerns have been raised regarding equitable access to adequate resources.

Some principals participating in the study mentioned how student discipline issues are taking more time than in the past. An elementary principal explained, "There are also these other aspects of the work that I think just demand your immediate [attention] – I've got my life skills program in the other hall [with a student] picking chairs up over his head. And he's going to hurt kids. I got to deal with that. Those kinds of things come up. I think we've seen more of those over the last few years with kids' behaviors." These concerns were echoed in interviews with several middle school principals, and during an interview at a high school, a resource officer was dealing with a student in crisis, which pulled the assistant principal away from our conversation. Results from the survey support this concern. The majority of principals and assistant principals who responded to the survey indicated that TPEP has had a very or somewhat negative impact on their time to address issues of student discipline (62%) and spend informal time with students (57%). A principal who participated in the survey explained: "The needs of students without administrative support is too much for a single principal. I cannot adequately lead the teaching and learning in a building and address the social, emotional and behavioral needs of 450 students."

For most principals, prioritization of the work is essential. The elementary principal explains, "I think there's an element of reactive versus proactive work that we do. Sometimes when you're in the reactive space, there are issues that have to be managed. If they don't get managed, they get bigger." TPEP shares this crowded space in the normal workday of most principals. When asked about how TPEP fits within the work of the principalship, an assistant principal at an urban high school explained, "Well, in a perfect world it's the crux of what we do, in working with our teachers and improving their instructional practice because that's the most important thing to benefit our kids, is having good instruction."

Evaluation by the Numbers

Responsibilities for the evaluation of school staff are a major part of the job of most principals and assistant principals. While TPEP forms the bulk of staff evaluations, principals are responsible to evaluate a host of other staff in their buildings. This can create a substantial

number of evaluations to complete over the course of a school year. The principal of a large urban high school describes how the numbers can add up, even with assistant principals and a dean of students supporting evaluations in her school:

> I have 38 total evaluations to do, just in TPEP. Twenty-eight to thirty, I think, are comprehensive. It's a pretty large number… I probably have another 15 people to get evaluated. My instructional coaches, athletic director, my direct assistants, the office manager, the business manager, who sits out in the main office, all those are mine. I also have officers. I'm secondary to those, so they really get evaluated, also, downtown. But because they're in my building, I have to evaluate too. We have a pile of achievement gap specialists, social workers. Those are all new. The social workers will probably fall under me…. Yeah, I probably do about 50-ish evaluations.

Statewide survey results indicate that during the 2017-18 school year, the majority of principals (70%) evaluated between 5 and 11 teachers (median of 8) on a *comprehensive* plan. Among assistant principals, the majority (63%) evaluated between 5 and 10 teachers on a *comprehensive* plan (median of 8). As would be expected, both principals and assistant principals evaluated a slightly larger number of teachers on *focused* plans. The majority (63%) of principals evaluated between 7 and 14 teachers (median of 10) on a *focused* evaluation plan. The majority of assistant principals (65%) evaluated between 5 and 12 teachers on a *focused* plan (median of 4). These survey findings are summarized in Table 11.

Table 11: Median Number of Staff Evaluated by Principals and Assistant Principals			
Evaluation Type	Principals Median #	Assistant Principals Median #	Solo Principal Median #
Comprehensive	8	8	8
Focused	10	6	12
Total Staff Evaluated	31	30	33

In general, the evaluation workload for solo principals is greater than for other principals. The majority of solo principals (51%) evaluated between 4 and 9 teachers on a *comprehensive* plan (median of 8), and 58% evaluated between 7 and 14 teachers on a *focused* plan (median of 12).

As previously discussed, principals and assistant principals have evaluation responsibilities beyond TPEP for other staff in their building. The median number of total staff (certificated, classified and others) evaluated by principals was 31, and for assistant principals it was 30. But for solo principals, the total median number evaluated was 33. It may be helpful to remember that two-thirds (67%) of solo principals work at the elementary level.

In general, elementary principals have evaluation responsibilities for a larger number of total staff than middle school or high school principals, or principals in schools with other grade configurations. The total median number of individuals (certificated, classified and other staff) that elementary principals evaluated was 35, compared with middle school principals (25), high school principals (30), and principals working in schools with other grade configurations (26).

For solo elementary principals, the total number of staff evaluated (certificated, classified and other staff) is 40.[8]

Assistant principals in elementary schools also have evaluation responsibilities for a slightly larger overall number of staff in their building than assistant principals at other levels. The median number of total staff that elementary assistant principals evaluated was 31, compared with 26 staff members for middle school assistant principals, 30 for high school assistant principals, and 29 for assistant principals in schools with other grade configurations (see Table 12 for details).

Table 12: Median Number of Total Staff Evaluated by Principals and Assistant Principals by School Level		
Total Staff Evaluated by Level	Principals Median #	Assistant Principals Median #
Elementary	35	31
Middle School	25	26
High School	30	30
Other Grade Configuration	26	29

Some districts have contractual language regarding the maximum number of evaluations to be conducted by principals, and when additional supports are to be provided. In one case study district, if a principal had over 19 teachers to evaluate, the school could get a part-time assistant principal. When TPEP was implemented in this district, a rural elementary principal explained: "We had been on the docket to get elementary assistant principals, but it was TPEP that tipped it over." In another case study district, the superintendent described how they have tried to keep the number of comprehensive evaluations each principal was responsible for to no more than eight:

> We had a conversation two to three years ago where we tried to keep the number of teachers being evaluated [on comprehensive] to eight per building... We had some support in other buildings that allowed us to be a little bit flexible with administrators who had less of a workload, because one building was a little bit more heavily administratively staffed, to help out with three or four evaluations in other buildings. It was a little uneven, but that was the way that we approached trying to keep the workload manageable.

An elementary assistant principal in a school of 620 students explained how the numbers matter: "I think having done it now for a few years, I feel like the workload is manageable, but I'm also in an elementary school that has two administrators. If I was sitting in that office being a principal of a building of 600 students and 40 certified staff members, I would be drowning, and I don't think I would be able to do it. I think looking for a more statewide or global perspective – I would say is the state going to provide more money for schools to beef up their administration? Do like a per pupil versus administrator ratio that is manageable?"

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[8] We do not present the numbers of solo survey participants at secondary and other school levels since they are too small a proportion to appropriately represent.

Negotiating the workload when the evaluation cycle is out of balance

School leaders may face additional workload issues when the number of teachers on comprehensive and focused evaluations becomes imbalanced and disproportionately weighted toward teachers on a comprehensive plan. The imbalance can happen for a variety of reasons, including how teachers were originally transitioned on to TPEP, but it can also result from staff turnover when large numbers of new teachers or teachers new to the district, as they are required to be on a comprehensive evaluation during the initial years of their employment. The composition of evaluations may also be prompted by school improvement decisions. An urban high school principal talked about how the current year was particularly challenging, "…for us, because our entire staff had to go on it when we had the grant, so everybody started out at comprehensive so now most of the staff is all comprehensive at the same time, or all focused at the same time. It's not staggered at all well."

Not all principals see dramatic differences in the workload based on the type of evaluation. A principal who responded to the survey shared, "Although the focused requires less coding for the summative evaluation, the tool still requires a minimum of 60 minutes of observation as well as time to write up and provide feedback; this effectively eliminates the difference between the two in terms of time-burden for administrators." An elementary principal in a high poverty school explained that the workload difference between comprehensive and focused evaluations was primarily in the final scoring:

> I don't look at the workload as being any different. I really don't. When I go in and observe, I'm observing for everything. When I'm having conversations, then you narrow the focus, typically, of the conversation. But I don't have fewer conversations with focus people… Sometimes more with a focused person because they want you to come in for… very specific things. So, I might come in for a shorter period of time more often. The only difference to me is that when you're trying to do the final scoring, you have to score all components, but giving feedback and the amount of observations, for me doesn't change.

Sixty percent of principals surveyed reported having more than one evaluator in their school. Typically, additional evaluation support is provided by a full or part-time assistant principal or a dean of students who has administrative credentials, though district administrators sometimes take responsibility for a portion of teacher evaluations in a building. For instance, in one small rural district, the district director of special education evaluates all special education teachers and their paraprofessionals. In a different district, a district level administrator oversees the evaluation work with career and technical education teachers. In yet another district, a district administrator whose area of expertise is instructional support takes responsibility for a portion of elementary teachers on focused evaluations, specifically to ease the workload for principals. She describes how this decision came about:

> We had a turning point where the K-5 administrators needed some help with TPEP. The bottom line is they couldn't do it on their own. And, so, with my role it was either hire a new person that was an assistant principal and have them help with evaluations, or shift my coaching work into also being eval [evaluation] work and try that out and see how well teachers received it… I think it's gone pretty well. We're in year three of me being an evaluator and a coach, essentially.

Slightly more than half (52%) of elementary principals indicated that they have more than one evaluator in their building, compared with 76% and 74% of middle school and high school

principals, respectively. Eighty percent of principals surveyed indicated that having additional administrative staff in their building was very useful in supporting teacher evaluations (another 12% indicated it was somewhat useful). According to principals, additional administrative staff in the building was by far the most useful support for the evaluation work.

In addition to the total number of staff evaluated in the building, the number of teachers on comprehensive or focused plans, and having additional administrative support for TPEP, principals' prior experience in conducting evaluations under TPEP can have an impact on the workload. Survey findings suggest that in general, Washington state has an experienced principal workforce when it comes to TPEP evaluations. Ninety percent of principals had been evaluating teachers on TPEP for three or more years, and 61% of assistant principals had experience evaluating on TPEP for at least three years in 2017-18. However, 39% of assistant principals were either in their first (18%) or second year (21%) of evaluating teachers on TPEP.

As previously discussed, increasing numbers of assistant principals during the last eight years have changed the composition of the school leadership team in many Washington schools. While the number of full-time equivalent principals in Washington state grew at a rate similar to that of the statewide student enrollment (7.6%), the full-time equivalent increase for assistant principals was much larger at 38.6%. Most of the increase was due to assistant principals at the elementary level. This increase in the number of assistant principals has implications for teacher evaluation since many assistant principals are new to the role and principals are often involved in mentoring them to support the evaluation work. Supports for principals and assistant principals to conduct evaluations will be discussed in a later section of the report.

Impact on the Workload

School leaders may be confident in their ability to perform specific tasks related to their job, but managing the overall workload can be a challenge. In this section, we begin with a discussion of some of the responsibilities school leaders have that intersect with TPEP, and their efforts to manage the workload. We begin with instructional leadership since it is generally recognized as a major component of the evaluation process.

Most principals and assistant principals surveyed were confident of their ability to serve as an instructional leader within their building (83% rated their ability as very good or good). A majority of respondents (60%) agreed that their involvement in TPEP either had a very positive or somewhat positive impact on time to focus on instructional leadership. In recognizing the time and workload issues, an elementary principal explained, "I think doing instructional evaluations well increases your workload. But that would be the work I want to do anyway." However, a smaller proportion of solo principals thought TPEP had positively impacted time for instructional leadership. Only 53% of solo principals agreed that TPEP had positively impacted their time to focus on instructional leadership, compared to 62% of principals in schools with multiple evaluators.

In addition to instructional leadership, results from the survey coincide with data from our case study schools about TPEP's impact on school leaders' other responsibilities. For example, a majority of principals and assistant principals indicated that TPEP has had a very or somewhat negative impact on their time to address issues of student discipline (62%) or spend informal time with students (57%). Nearly four-fifths of school leaders (79%) reported a very or somewhat negative impact on time for other managerial tasks (e.g., paperwork, email, and other managerial tasks). Results were more mixed regarding other administrative responsibilities.

Survey respondents were nearly equally split regarding their views of how TPEP impacted their general visibility in the building, with 39% reporting a negative impact and 40% reporting a positive impact. Additionally, 40% of principals and assistant principals stating that TPEP had no impact on their time to interact with families, with an equal proportion reporting a somewhat or very negative impact. No notable differences were identified when comparing the responses of principals to assistant principals. Table 13 provides additional details.

Table 13: Principal and Assistant Principals' Perceptions of the Impact of TPEP on Responsibilties as a School Leader (n=444)					
	Very Negative Impact	Somewhat Negative Impact	No Impact	Somewhat Positive Impact	Very Positive Impact
Time to address issues of student discipline	15%	47%	25%	10%	2%
General visibility in the building	14%	28%	18%	29%	10%
Time to interact with families	11%	39%	40%	7%	1%
Spending informal time with students	18%	39%	23%	15%	3%
Time to respond to paperwork, email, and other managerial tasks	26%	53%	15%	5%	0%

While no notable differences exist between the views of principals and assistant principals regarding how TPEP has impacted their workload, some differences do exist among principals by building level. Higher proportions of elementary principals (68%) and middle school principals (65%) report a very negative or somewhat negative impact of TPEP on their time to address issues of student discipline as compared to high school principals (50%). This could be due to the fact that high schools traditionally have additional staff with responsibilities for student discipline, such as a dean of students or counselor.

A superintendent in a district of approximately 3,000 students saw student discipline as a particularly pressing issue, "What we're seeing this year is a lot of behavioral challenges, particularly at the elementary level. One of our big conversations moving forward is how do we support principals in terms of that part of the management? … So I mention that because that's sort of a pressing problem right now when you look at discipline and where the pressure points are for principals, especially those who don't have assistant principals. That's it." A solo principal who recently changed levels from a middle school to an elementary school provided another example: "…at least in the middle school level, I didn't do much discipline, because I had an assistant principal, and dean and two counselors that did the discipline. I jumped in when they needed help, but I was able to be an instructional leader. When I stepped back into elementary, all bets are off."

Elementary principals also view the impact of TPEP on other responsibilities somewhat differently than either middle or high school principals. A smaller proportion of elementary principals (30%) reported a positive impact on their general visibility in the school building than principals in middle schools (42%) or high schools (43%). Additionally, a higher proportion of elementary principals (67%) reported a negative impact of TPEP on their ability to spend informal time with students compared to middle school (52%) and high school principals (50%).

Perspectives of time spent on TPEP

When survey respondents were asked whether the majority of time spent on TPEP evaluations was useful, most principals and assistant principals (60%) either strongly or somewhat agreed, and 10% strongly disagreed. More than three-quarters of principals and assistant principals (76%), either strongly agree (38%) or somewhat agree (38%) that TPEP is useful, but takes up too much time. Time spent on evaluations was viewed by 47% of principals as one of their major concerns, with an additional 33% citing time spent on evaluations as a moderate concern. Only 5% of respondents stated that time spent on evaluations was not a concern at all. When comparing the same items from a prior survey, we find that principals are somewhat less concerned about time spent on evaluations than in previous years.[9]

An instructional coach described the workload she's seen over several years among various principals she's worked with: "It's a lot [of work], which means that even the best principals, and I would say I have one now, has to have his door shut two days a week. Maybe it's four hours, maybe it's two hours. My previous principal who was overwhelmed… had his door shut three days a week every month, every day, and every week." Most principals in the case study districts indicated that they would prefer to be spending more time in classrooms engaged in instructional conversations with teachers. A solo elementary principal describes the tension in not being able to spend the time he wants with teachers: "We've shifted and now we're doing walkthroughs. So it's kind of like how do you piece all these together? So now I've shifted back to instead of three observations now I'm doing two again. But I feel okay about it because now I'm doing walkthroughs, but I still don't feel okay about it because I'm like, well I need more time."

Key Findings Regarding Balancing Responsibilities

- School leaders must manage tensions between their responsibilities for instructional leadership with other important duties, especially concerning issues of student discipline that compete for their time and attention.

- The median number of total staff evaluated was 31 for principals and 30 for assistant principals. Solo principals and elementary principals have somewhat larger numbers of staff to evaluate.

- About half of elementary principals have more than one evaluator in their building, compared with about three quarters of secondary principals. Eighty percent of principals report that having additional administrative staff was very useful.

- While the majority of school leaders agree that TPEP is useful, the majority also find that it is too time consuming. Only 5% of school leaders believe that time spent on TPEP is not a concern at all.

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[9] In a previous 2017 survey, 84% of school leaders indicated that TPEP was useful but takes up too much of my time, and 54% considered time spend on evaluations to be a major concern, 31% a moderate concern.

Supporting the Professional Growth of Teachers

Most Washington principals see the primary focus of TPEP as supporting teachers' professional growth (Elfers & Plecki, 2017). Ninety-one percent of principals and assistant principals surveyed rated their ability to support the professional growth of their teachers as very good or good. In many districts, the adoption of an instructional framework as a model for effective teaching provides a foundation for in-depth conversations about professional practice. More than three-quarters of principals and assistant principals (76%) surveyed agreed that they have better interactions with teachers because of TPEP (nearly identical to 2017 survey). An even larger proportion of school administrators (86%) agreed that they incorporate elements of TPEP in the professional development offerings in the school. Many of the principals in the case study districts use the instructional framework to guide conversations with staff. An elementary principal in a rural high poverty school describes her view of the instructional framework as a tool for professional growth:

> I have to say, it is at the heart of what I do. But, then I'm one of those people who believes if you have really good instructors, you have less discipline problems. If you have really good instructors you have much better culture, parents are happy, staff, all those things. So, to me, the whole switch to the [instructional framework] strengthened our ability to have conversations about what we were doing. It allowed us to give cleaner feedback. Really there isn't anything that we're working on that doesn't support the rubric or vice versa. So, to me, it's one of the best moves we've made in my career and I've been in it, like I said, since 1979.

Principals in the case study districts described numerous ways in which use of the instructional frameworks as part of the evaluation influences the professional growth of their teachers. These ways include a focus on teaching instead of the teacher, the enhancement of collaborative effort, and an increase in student ownership of their own learning. Some examples of each of these influences are provided below.

Instructional framework focuses on teaching, not the teacher

The instructional framework provides a mechanism for principals to give teachers substantive feedback about their instructional practice. An elementary principal in Eastern Washington described how TPEP enables this process: "It's so much easier to give clean feedback of what is going well and what needs to be a next step when you have the rubric outlining it. In the days that we did not have that, there was no road map for what you were trying to improve on. Then it very quickly became, 'You don't like me.'" Similarly, an elementary principal in another part of the state stated: "You were always afraid of the relationship piece being damaged. I think what the framework gives, and the process gives, is a way for you to have a conversation that's not about necessarily the two of you, but about the work."

Enhancement of collaborative efforts

Many of the case study principals appreciate how teachers have the opportunity to be an active collaborator as part of the evaluation process. An experienced elementary principal described his own learning through the process: "I often find that if I have in my mind, 'This is what I'm thinking about that teacher's practice.' If I can be prepared for that but let them lead the way, which I think is the idea of the TPEP model, of that collaboration and growth... pushing or nudging the teacher forward, and also nudging my own understanding forward." An urban

secondary assistant principal described how the evaluation encourages deeper dialogue: "I think a new component of the new evaluation is, at a minimum, whether it's in a pre-conference, or a final evaluation conference, there's an opportunity for a dialogue that wasn't there before. I think that's the strength of it."

A solo elementary principal in an urban district described taking a collaborative approach to the development of student growth goals. At the beginning of the school year, the principal had his teaching staff create their growth goals together:

> They were creating on a shared document so everyone was typing into the same document at the same time… Because at the end of the day it did two things. One, it made sure they all got done…. We also said, 'These are the different pieces of data that are strong, that we have in our district that would be encouraged to be used, and these are the ones that are not strong.' They're just not. So they were able to learn from each other by having a collaboration space.

Student ownership of their own learning

Among the ways in which principals see teachers making changes in their instructional practices, an elementary principal noted moving the responsibility for learning from teachers to students:

> I think the biggest impact for this building is moving the ownership for learning to the student. So, we had really… compliant children and very sincere and considerate teachers. But, the teachers were doing, like, 'Who's doing the work here?' That, 'How do you hand it over to the student?' has been probably the biggest learning curve... And they saw very quickly and clearly, 'Wait, the students have to take that on. How do you get the students to take that on?' So it was a puzzle at first and now it's much more, 'Yeah, release that.' So, that's probably been the biggest change is turning it over to the kids.

We found a number of elements that influenced school leaders' capacity to support the professional growth of teachers, among them being deep knowledge of instructional frameworks, supportive activities and structures, attention to the needs of beginning teachers, and ongoing professional development. Each of these elements is discussed below.

Deep Knowledge of Instructional Frameworks

A common thread among the case study principals was a commitment to their own professional growth and a deep knowledge of their respective instructional frameworks. Of the eleven case study principals, seven had experience as either framework trainers or specialists. Additionally, many school leaders in the case studies had actively participated in early pilot or Regional Improvement Grant (RIG) activities. Their prior work and professional commitment to high quality instruction contributed to constructive engagement with teachers in the evaluation process. Several rural elementary principals explained that once their districts selected the framework, there was heavy investment in professional development over multiple years due to what they perceived as a complex new process and model. They credit this original groundwork with the successful implementation of TPEP in their schools.

A somewhat different example comes from an urban third grade teacher with 22 years of experience. She described how her new principal brought a deeper understanding of the instructional framework and the evaluation process. It should be noted that this principal actually switched instructional frameworks three years earlier when he moved into the district:

> [The principal] knows what he's doing. He really knows the tool, he can use it easily and he uses it well. Since this is his 3rd year here, and since he came, that is when I really learned more about it. [The instructional framework] was used prior, but not in a way I feel that really informed me. … Being evaluated with the tool, having the post conference and [the principal] laying it out, showing me is making much more sense than it used to. So I'm in that process of taking it and applying it into my teaching. And [the principal] has been really instrumental in helping with that.

Activities and Structures that Support Teacher Evaluation

Principals and assistant principals in the study identified activities and structures that helped support professional development efforts and, directly or indirectly, the evaluation process. These included school leaders conducting regular walk-throughs, pairing teachers together or peer to peer observations that support opportunities for feedback on instructional practice, and aligning instructional work within professional learning communities (PLCs).

Walk-throughs

Walk-throughs appear to be a strategy that school leaders are using with greater frequency to spend time in more classrooms. Sometimes walk-throughs with multiple evaluators are used for calibration purposes. Sometimes the walk-throughs are unannounced observations or a way for principals to complete the necessary number of observation minutes required. In other cases, walk-throughs were intentionally short in nature and provided a middle ground where conversations with teachers could support and inform the evaluation process. A third grade teacher explained the value of having her principal conduct walk-throughs: "I am comfortable with him walking in… I really can't say enough positives in this area because he's made it comfortable. Pop in, sit in the back. He doesn't tell us when the walk-throughs are happening but we know that they will happen… And it's not just to get it [the evaluation] done. He pulls us back into that information that he's gathered, so it's useful."

Peer Observations or Pairing Teachers

Teachers observing other teachers can be a powerful way to improve professional practice. Often mutually beneficial for teachers, these observations can be designed to focus on a specific problem of practice. However, finding time or substitutes to cover teachers' classes to observe a peer is often a challenge. Several of the case study schools provided opportunities for peer observations. The instructional coach in an urban elementary school described how teachers had requested to see other classrooms related to the instructional practices they were working on for TPEP. The school leadership team scaffolded their experience by meeting with them on a late start day to help them plan for what they would be looking for. An elementary assistant principal described the value of peer to peer observations that are part of their evaluation process: "There's just a real natural kind of organic flow to a peer to peer, where there's something we see in an observation and the teacher is wondering about that, or I am, or there's just an interest in looking at another teacher's mini-lesson and writing workshop for example. It's just a real nice flow to do a peer to peer."

An elementary principal described the peer observations taking place within his building, which required him to cover the visiting teacher's class:

> It's most effective when they observe the teacher, and then we actually get the two of them together, or three depending on how you have it set up. Those are the best. That turns into like the lab classroom, where they talk about what they're going to go see, they go see it, then they debrief with the teacher. I'm thinking of our new employees. We strategically put them with what we consider 'top teachers' because formative assessment is so difficult and it's really hard to understand what a teacher's doing unless you talk to them afterwards… It's my favorite part because they come back just energized and it's like going to a professional development. They come back just like excited to share what they learned.

<u>*Professional Learning Communities (PLCs)*</u>

In some schools and districts, PLCs were aligned with their instructional work. In a district that had invested heavily in PLCs, teachers wrote goals together and the PLC work fulfilled the collaboration component for those on a focused evaluation. The elementary principal explained, "I do think we have good PLC work going, and there's accountability. A lot of this professional collaboration and communication is fulfilled through the PLC work." Having collaborative space to work provided teachers with the opportunity to discuss data and share instructional strategies for working with their students. An instructional support coach in another district described how they structure the first fifteen minutes of PLCs around updating each other on their growth goals: "One of the things we're trying this year with goal setting is asking and encouraging the progress monitoring layer of the goals. So, up to this point we've mostly done goals that are, like, between October and April, students will grow this much. And so we're trying to build in that ongoing practice of, 'How are you going to measure this monthly? What's your plan for progress monitoring?' And then encouraging, 'Talk about that at your PLCs. How are you doing with your growth goals? Talk about it every month.'"

Addressing the Needs of Beginning Teachers

There continue to be discussions about whether the comprehensive evaluation is too much work for a beginning teacher at this point in their career. The educators who participated in the study were of a mixed mind. Some were convinced that the expectations of a comprehensive evaluation were unrealistic for a beginning teacher. A principal who responded to the survey said, "There is new teacher induction in my district but it is so much to learn in a short amount of time. New teachers in our building have shared that it is overwhelming."

A superintendent describes the tension of scaling back the evaluation for a first-year teacher but also covering enough of the framework to make the process fair. He explains:

> So the questions I would have would be, "how do you prioritize components within TPEP as highest value for new teachers?" When I think about our instructional framework, I'm trying to think what I would jettison to make it more manageable. I would really want them to be doing standards-based instruction and really thinking about engagement strategies if I had to kind of boil it down, and just really focus on that. There's a lot of richness to framework itself. I'm thinking of a couple of teachers that we're not renewing this year who were basic, who we had real concerns with, and the comprehensive nature

of the comprehensive evaluation allowed us to really make a determination, which we thought was fair. So I'm thinking if you do a limited number of criteria, how do you make it fair for them?

Others found that by starting observations early in the school year, structuring the work in particular ways, and focusing more heavily on certain aspects first, the comprehensive evaluation can be manageable for new teachers. These school leaders creatively structured the experience for new teachers to help them be successful. The work of supporting new teachers was often shared with instructional coaches, teacher leaders and peers. An instructional coach in an elementary school described how she introduces new teachers to the evaluation process:

> Walk them through their evaluation. I've done mock evaluations, and then they'll do the same lesson that they're going to do in front of their principal, they'll do it with me. Then I give them targeted feedback and support… It's a lot for new teachers, it's overwhelming because if you print out the evaluation on their end, it's 16, 18 pages, that might even be back to back... If you're asking me, is it too much? No, but bite it off in small amounts… Pick one [area of focus] a month that seems like a progression of learning and mastery that makes sense to the development of a teacher.

In another part of the state, an elementary assistant principal acknowledged that evaluators need to have reasonable expectations for new teachers. He described how he and the building principal agreed to focus on the areas of purpose, classroom environment and classroom culture within the first few months:

> I think it's manageable for new teachers if the administrator has a realistic expectation for them in their first observation cycle… You have got to start fairly early. I've got to be in that classroom at least by mid-October, as far as a formal observation cycle. I think the administrator needs to be realistic about what specific things they're going in to look for and communicating that directly with the teacher. [The principal and I] always say we're looking for purpose, and we're looking for classroom environment and culture. That's all we're coming in to look for, as far as what we're scripting, what we're coding, and what we're going to provide specific feedback on, because we feel like that's the backbone. If I were to say I'm going to look for every single thing in here… we could just kill them. Then the second observation cycle you add a little more. Then by the third, you are kind of filling in the gaps if you're lacking evidence in certain areas. I think if it's done right, it is fine.

An experienced fourth grade teacher talked about the value of the comprehensive evaluation for new teachers. She explained, "I think for a brand new teacher, I think it's fabulous, because every facet of what you do as a teacher is on that evaluation. I'm glad they're on there for two or three years, because I think in the long run, it's going to make them better teachers … The feedback is there, what you're doing well, what you need to improve in. I think it's balanced and fair and thorough." It should be noted that this teacher was located in a building where the school leaders were in sync with systematic support and attention to their new teachers.

Ongoing Professional Development for Teachers

Over time the evaluation process in many schools and districts has become normalized, with a standardization of procedures, tools and local contractual obligations. However, given the expansive nature of the instructional frameworks and the complexity of the process, there is a

need for continuous professional development to support teachers. Some school leaders view teacher access to professional development around TPEP as an obstacle to the evaluation process. While a majority of principals and assistant principals (55%) stated it was either not a concern (23%) or a small concern (32%), a sizable proportion of respondents (44%) considered it a moderate or major concern. When the question was asked in a slightly different way – whether teachers in their school have access to sufficient professional development opportunities related to TPEP, over two-thirds (68%) of principals and assistant principals either somewhat or strongly agreed that they did, but nearly one third (32%) did not agree. Additionally, about one third (34%) of principals and assistant principals disagreed that they receive adequate supports to work with teachers in their buildings on TPEP-related activities (see Table 14).

Table 14: Principal and Assistant Principals' Perceptions of Access to Professional Development for Teachers and Themselves (n=444)				
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree
Teachers in my school have access to sufficient professional development opportunities related to TPEP	22%	46%	27%	5%
I receive adequate supports to work with teachers in my building on TPEP-related activities	16%	49%	27%	7%

In some of the case study schools, school leaders also expressed the need for ongoing professional development with regard to TPEP for those new to the profession or new to the district (and the district's chosen framework), but also for "refreshers" for staff who are transitioning from comprehensive to focused evaluations or vice versa. The loss of collaboration time because of changes in teacher contracts have diminished opportunities for professional development in some districts. An urban high school assistant principal explains, "We've really been impacted by our loss of collaboration time in our latest contracts, and we don't have as many opportunities where we have the whole staff together." The lack of collaboration and professional development time due to changes in teacher contracts was a factor mentioned in a number of schools in the study across the state.

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Key Findings Regarding Supporting Teachers' Professional Growth

- More than three-quarters of school leaders agree that they have better interactions with teachers because of TPEP, and that TPEP is used to help shape professional development offerings.

- School leaders who have deep knowledge of the instructional framework can readily engage with teachers in substantive ways, especially in districts that have made significant investments in professional learning about TPEP.

- School leaders use strategies such as walk-throughs, peer observations and professional learning communities to support teachers' continual professional learning, including aspects related to student and professional growth goals.

- Meeting the needs of beginning teachers is an ongoing concern of school leaders, particularly with respect to addressing the depth and breadth of work included in the comprehensive evaluation in a manageable and productive way.

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School Level Contexts and Supports for TPEP

School leadership is key to meaningful TPEP implementation, but lack of supports and resources for principals can make or break the fidelity of the evaluation process. In this section, we examine types of supports and their availability, as well as how staffing for evaluations is allocated within schools. For some schools, TPEP is part of a school improvement agenda that focuses on building the professional capital of teachers. However, lack of necessary supports and other factors can turn the evaluation process into a compliance mechanism offering little instructional value.

Availability and Types of School Resources

Administrative support in the form of assistant principals, deans of students and other staff has increased in schools in recent years. This move has been welcomed by most principals to help manage evaluation-related activities and other responsibilities. Even for solo principals, sharing the workload with colleagues on school leadership teams, in work groups, and with other administrators can help lift the load. For those sharing evaluation responsibilities, decisions need to be made with regard to how many teachers each will evaluate, and balancing numbers of comprehensive and focused evaluations. In addition, the issue of inter-rater agreement becomes increasingly important as assistant principals take on evaluation roles, and teachers receive evaluations from more than one person over time. In this section, we examine efforts to support the labor-intensive work of the evaluation process through staffing and shared leadership responsibilities, as well as other forms of support.

Given the labor-intensive nature of the evaluation process, we inquired about supports available to school leaders. A majority of principals surveyed indicated that they have a full or part-time assistant principal (57%), a full or part-time school counselor (89%), electronic tools to support TPEP (88%) and teacher leaders (62%) who assist with activities in their building. Since most

assistant principals are located at the secondary level and in larger schools, a greater proportion of assistant principals indicated that they had access to these supports. Ninety-four percent of assistant principals indicated that they had a full or part-time school counselor, 55% indicated having instructional coaches in the building, 88% had electronic tools to support TPEP and 67% identified teacher leaders in the building. Fewer principals or assistant principals indicated support from a full or part-time dean of students, a social worker, department heads, or clerical support for TPEP (see Table 15 for details).

Table 15: Types of Supports Available to Principals and Assistant Principals in Their School Building (Principals n=264, Assistant Principals n=180)					
	Principals	Assistant Principals	Elementary Principals	Middle School Principals	High School Principals
A full or part-time assistant principal	57%	NA	50%	76%	71%
A full or part-time school counselor	89%	94%	91%	94%	90%
A full or part-time dean of students	23%	32%	21%	26%	32%
A full or part-time social worker	13%	31%	11%	20%	13%
Instructional coach(es)	39%	55%	46%	48%	16%
Department head(s)	19%	48%	1%	37%	61%
Teacher leaders	62%	67%	59%	69%	68%
Clerical staff time to support TPEP	6%	15%	5%	6%	5%
Electronic tools to support TPEP (e.g., eVAL, Google docs, etc.)	88%	88%	89%	87%	87%

In general, elementary principals have fewer supports compared to middle school and high school principals. Solo principals, in comparison to principals in buildings with multiple evaluators, had proportionately fewer of all type of supports, except electronic tools for TPEP (i.e., access to technology similar to other principals). Principals in the case study schools describe tradeoffs with different kinds of staffing support. An elementary principal with a half-time assistant principal explained, "As much as I would want [the assistant principal] full time, we need mental health services for elementary kids because we can't get them here. The kids are too young. We rarely can get family services and we desperately need them… I think if you asked any of our elementary principals, we all immediately say we need social health, mental health services for our kids."

In rating the usefulness of various building-level supports for TPEP, school leaders who had access to them indicated additional administrative staff in the building was most useful (75% found it very useful, and an additional 15% somewhat useful). Several case study principals emphasized the importance of hiring strong, instructionally-based assistant principals to support the evaluation process. Principals and assistant principals reported having a dean of students to be very useful (54% reported very useful and 22% somewhat useful). Electronic tools were very useful for 40% of school leaders and 36% found them somewhat useful (see Table 16). Responses regarding the usefulness of these supports showed little variation between principals and assistant principals, or between solo principals and principals with multiple evaluators in the building.

Table 16: Usefulness of Supports for TPEP Available to Principals and Assistant Principals in Their School Building (Principals and Assistant Principals n=444)				
	Very Useful	Somewhat useful	A Little Useful	Not useful
A full or part-time assistant principal	75%	15%	7%	3%
A full or part-time school counselor	32%	11%	11%	46%
A full or part-time dean of students	54%	22%	8%	16%
A full or part-time social worker	27%	15%	12%	45%
Instructional coach(es)	31%	27%	20%	23%
Department head(s)	10%	18%	27%	46%
Teacher leaders	19%	24%	25%	31%
Clerical staff time to support TPEP	16%	25%	20%	40%
Electronic tools to support TPEP (e.g., eVAL, Google docs, etc.)	40%	36%	17%	8%

While few principals or assistant principals (10%) indicated clerical staff time was available to support TPEP, some indicated it was useful (41% somewhat or very useful), and among case study participants, we heard several positive examples. Principals in several of the larger urban and suburban secondary schools had administrative assistants who scheduled their observations and meetings with teachers. An urban high school principal described managing a heavy evaluation load through advanced scheduling, "So all of mine are scheduled. In fact, for right now [mid-October], I am totally scheduled all the way until the end of January. And then we'll take a look at where I'm at, who needs more and go from there."

The majority of principals and assistant principals indicated that other certificated instructional staff such as teacher leaders, instructional coaches and mentors have supported TPEP-related activities in their buildings. According to school leaders, these staff have supported TPEP in mentoring novice teachers (78%), and helped develop classroom-based assessments (53%). However, proportionately fewer principals indicated these staff provided training or support around goal setting or evidence collection (45%), the instructional framework (46%), or helping teachers learn to use electronic tools (45%). Table 17 displays these results.

Table 17: School Leaders' Views of How Teacher Leaders have Supported TPEP (Principals and Assistant Principals = 444)	
Mentor novice teachers	78%
Help develop classroom-based assessments	53%
Provide training and support around the instructional framework	46%
Provide training and support around goal setting or evidence collection	45%
Help teachers learn to use electronic tools	45%

Solo principals indicated proportionately less support from these staff in their schools than principals in buildings with multiple evaluators. However, a solo elementary principal explained

how he has been able to use an instructional coach in professional learning communities (PLCs) for some improvement efforts related to evaluation: "I have to really rely on the instructional coach to be part of the PLCs, not necessarily lead, but be part of the PLCs… But I can't utilize the coach or anyone else for eval [evaluation]. It's [just] me." In a later section of the report, we discuss how solo principals in the case study schools have worked with these and other staff to support the evaluation process.

Negotiating Roles and Expectations of Principals and Assistant Principals

As one might expect, for principals and assistant principals who share evaluation responsibilities within a building, the nature and allocation of these responsibilities varies. A majority of principals and assistant principals had confidence that teachers would receive similar scores regardless of who evaluated them (91% of principals, and 87% of assistant principals agreed), and that the quality of feedback a teacher received was similar regardless of who the evaluator was (82% of principals, and 76% of assistant principals agreed). There were some differences between principals and assistant principals regarding whether evaluators in the building regularly discussed best practices for teacher evaluation (89% principals agreed they did, while 78% of assistant principals agreed). It is important to note that nearly two-thirds of assistant principals in the survey (64%) were located at the high school level. Most assistant principals (90%) indicated that the number of teachers to be evaluated is equally divided up among evaluators, while only 79% of principals agreed. On the other hand, 73% of principals indicated that the principal assumed a larger share of the comprehensive evaluations, only 29% of assistant principals indicated this was the case in their school (additional details are provided in Table 18).

Table 18: Principal and Assistant Principal Perspectives on How Evaluators are Assigned (Principals n= 158; Assistant Principals n=179)				
	Somewhat or Strongly Agree		Somewhat or Strongly Disagree	
	Principals	Assistant Principals	Principals	Assistant Principals
I am confident that teachers would receive similar scores regardless of who evaluates them	91%	87%	9%	13%
The quality of the feedback teachers receive in my building is similar regardless of who the evaluator is	82%	76%	17%	22%
Evaluators in my building regularly discuss best practices for teacher evaluation	89%	78%	10%	22%
The evaluators' subject matter expertise is taken into account when assigning teachers to evaluators	75%	64%	23%	35%
The principal is responsible for a larger proportion of teachers to be evaluated	65%	31%	34%	67%
The number of teachers to be evaluated is equally divided among evaluators	79%	90%	22%	10%
The principal assumes a larger share of the comprehensive evaluations	73%	29%	26%	70%

Whether or not the evaluator's subject matter expertise was taken into account in assigning evaluators to teachers seemed like a straightforward survey question to ask, but it turned out to be much more complicated. Three-quarters of principals surveyed agreed that subject matter expertise was taken into account in making assignments, as did 64% of assistant principals. However, school leaders in the case study schools described a variety of ways in which these assignments happen, often with an eye toward consideration of teachers on focused and comprehensive plans, and grade groups or departments based on instructional work in a given year. In some schools, the evaluators traded off each year so that the teacher would be evaluated by a different person in the subsequent year. Most principals noted case by case exceptions, with consideration given to teachers who might need additional assistance, and evaluators who had specific skills and expertise.

Among the case study schools, an experienced urban high school principal with three assistant principals explained her rationale for how evaluation responsibilities were assigned: "I take the majority of TPEP, because I'm better at it than they are, to be really honest. I've been doing it longer. All of them have come along, at some point, during my principalship… It doesn't really fit my schedule all that well, but I don't mind doing it. I actually kind of like doing it. I'm definitely better when there's somebody in trouble."

Differences by school level

Unsurprisingly, a higher proportion of high school and middle school principals took into account the evaluator's expertise when assigning teachers to evaluators. Eighty-five percent of high school principals, and 78% of middle school principals paid attention to subject matter expertise, compared with 68% of elementary principals who did so. When it came to assigning teachers to evaluators, elementary principals agreed they took responsibility for a larger proportion of the teachers to be evaluated (79%) compared with 51% of middle school principals and 43% of high school principals. Elementary principals also indicated they assumed a larger share of the comprehensive evaluations (84%), compared with 63% of middle school principals and 46% of high school principals.

Most elementary, middle and high school principals in buildings with multiple evaluators were confident that teachers would receive similar scores regardless of evaluator, but they weren't similarly confident in the quality of the feedback. Eighty-two percent of elementary principals and 88% middle school principals were confident of the quality of the feedback teachers received, but only 68% of high school principals indicated the quality of the feedback would be the same regardless of evaluator. A fourth grade teacher in one of the case study schools described an evaluation experience where the administrators traded off each year:

> Well they're both super organized… They really are yin and yang to each other. One thing that they have done really well is, one year you're evaluated by [the principal] and the next year you're evaluated by [the assistant principal]. I think they do a great job because those evaluations are exactly the same as far as consistency between the two of them… So in my six years here, I've had them each three times and I've really had the same experience. They both ask really good questions after your observation that kind of lead you to your next observation.

Rater reliability was a concern for school leaders statewide. Over half (54%) of survey respondents indicated that rater reliability was a moderate or major obstacle to TPEP implementation. In particular, the case study participants spoke about variation in scoring both within buildings and across the district. A district administrator described the challenge in her small rural district:

> I do think regardless of the calibration we do, there still is a lot of disparities between how administrators are approaching it. That comes back to bite us at times too, where we're such a small district… everyone talks. Word will get out, like, 'This person did it this way. This person only came in for one observation,' when we feel like we're working our tails off to give authentic feedback. If it appears to be easier in once place than another, we lose our credibility.

Among the principals in the case study districts, instructional rounds and walkthroughs were often used as a space for calibration among evaluators. An assistant principal in a large urban high school explained, "I think the rounds are extremely important because that is where we kind of gauge, okay amongst the four of us, we do mostly observations, that's where most of our calibration is done… We're in the classroom for 10-15 minutes, we step out in the hall, go through our framework of what we [saw] for the walkthrough and then make sure everybody's kind of on the same page."

Utilizing School Leadership Teams

The workload for principals and assistant principals can become overwhelming, but a strong school leadership team may provide critical support for a variety of instructional activities, including TPEP. School leadership teams were located in most of the case study schools, regardless of school size, level or region. They played a particularly critical role in elementary schools with solo principals. But they were no less important in the context of a large urban high school with multiple administrators, demonstrating how distributed leadership can support the accomplishment of school goals.

The solo principal of an urban elementary school of around 400 students, who had responsibilities for the evaluation of 41 certificated instructional and classified staff, attributed his strong instructional leadership team with making his workload more manageable:

> As far as the number of staff here, I don't think that I would necessarily need an assistant principal. But I also know that if I didn't have a really strong coach and a really strong counseling team, then I would never be able to do the work I'm able to do. Because I have a strong coach and I have a strong counseling team, then I feel okay. Would it be easier if I had an assistant principal? Oh absolutely. Absolutely.

A teacher in his building was asked to describe how the instructional coach lightened the workload for this principal. Her response described the shared commitments, complementary skills and level of trust that made shared leadership possible:

> Not in evaluation, right? She's our teaching coach and [the principal] is our evaluating coach. But I think because they have a shared vision – they're not exactly the same… she definitely has a vision that differs a little bit. I think that they really want the same

things for our building and so there are a lot of things that [the principal] can trust her with, and she picks up discipline. She has kids she connects with better than he does, or she just has an existing relationship. She takes lots of Spanish-speaking [students and families] because she's bilingual.

In a rural district in another part of the state, a solo elementary principal described sharing the evaluation workload with a district administrator, and leaning heavily on his school leadership team, which included support from a district administrator. The district administrator with prior experience as a teacher on special assignment took on an instructional leadership role and conducted some of the focused evaluations in the building. The principal described how this arrangement worked: "So her workload, as far as evaluations, has increased, and part of that has been response to – just we're buried and we need help, as far as covering the ground with TPEP… She doesn't do anything management oriented. It's all instruction focused. She never deals with families or discipline. She's all about teaching and learning. She leads K-5 literacy. She's quite skilled and really helps…"

In an urban high-poverty high school, the example of a strong administrative team highlighted how they had been cross-trained to carry out various responsibilities, suggesting intentionality on the part of the principal in preparing her assistant principals for future roles. One of the assistant principals explained how the leadership team responsibilities changed from year to year so that each member of the team could learn to do all the parts, "We have a very collaborative team, so even though we have very definitive responsibilities we also, as a team and as an administrative unit, we try to pitch in and help out, and pick up slack… I'm not a believer in being really siloed at work kind of leaving it with that person, and then suddenly, I don't know. [The person leaves and they] always did that…"

An advantage for this high school with multiple administrators was that the principal could spend more time in the classroom:

> I think TPEP's put me in the classroom more, which I think is exactly where I should be. I think, at least in a comprehensive high school like this, where I do have a lot of assistance and a lot of [assistant principals] and a lot of people who do a lot of the work, that really my job is actually to be in the classroom… Are students learning? Are we supporting our teachers? Because that's the other thing I find out by being in the classroom… [TPEP] has actually forced me to be doing what I should actually be doing.

Integration and Alignment of TPEP with Other Initiatives

Research suggests that integration and prioritization of instructional reforms can help reduce stress on staff (Kim, Youngs & Frank, 2017). The evaluation process offers a strategic opportunity to integrate professional development efforts or use the instructional frameworks as an umbrella for other areas of school or district improvement. The survey results suggest that while integration of initiatives might be the ideal, it can also be challenging to implement. When school leaders participating in the survey were asked whether TPEP helped them align the variety of improvement initiatives at their schools, 50% somewhat agreed and 14% strongly agreed, while more than a third (35%) either somewhat or strongly disagreed.

For some principals, this may stem from a perceived lack of connection between the evaluation process and their overall instructional leadership or school improvement work. This contrasts with a view that observations and evaluations can be used in support of building improvement

plans and other initiatives. An elementary principal in a small rural district explained how this plays out in another building in his district: "There's a disconnect that observations can be in support of school wide initiatives. Then it probably does feel like another thing – like I had to sit through a collaboration meeting to talk about rubrics today, and then I have to go and see you in your classroom to watch your class. I think that's viewed as two different things."

A rural elementary principal in another part of the state described how he strategically uses TPEP goals to inform all the other professional development activities in the building:

> To me, every resource that we use, whether it be time, money, energy, whatever, has to align with those goals. Everything that we set, and we're really intentional about this at the K-5 level. We have late start days. If we have a LID day, if we have staff meetings, any kind of work that we do should be in service of our goal work. Those have to be aligned…. Our big focus, K-12 and definitely K-5 is around literacy this year. It doesn't mean we're not focusing on math and other things, but that's where we're really putting a lot of energy into… Then the other things that are floating there this year for us is that topic of poverty we're doing work around…. We're trying to really dig into that work to try to understand our kids and our families and how we can be responsive. Then there's another piece here that we're really digging into this year around Criterion 5 and social emotional learning in the classroom culture… Those are all interweaving with literacy work and classroom environment, culture and so forth.

As these case study principals assert, the work of teacher evaluation can be implemented as a natural extension of other activities going on within schools. An elementary assistant principal explains, "We weren't necessarily making it a TPEP or evaluation conversation. We were just wanting to get better in our separate content areas, and then student growth goals naturally flowed out of that... For example, we changed our school schedule to provide a 35 minute intervention block three days a week for classroom teachers to meet with their lowest math students. Okay, great. Wouldn't that be a natural time to set up a student growth goal for that RTI [Response to Intervention]?"

An assistant principal at a large urban high school talked about integrating aspects of the instructional framework with their Advancement Via Individual Determination (AVID) initiative:

> We're kind of constantly looking at the framework along with ways of addressing instructional strategies that can make an impact. That's done through our AVID school wide program, our literacy program, and we have peer observations that take place. And we have instructional walk-throughs where we give feedback that fits into some elements of the criteria, various elements and mostly Criterion 2 but not entirely. So I think that professional development is a critical thing and all of it relates back to some aspect of the evaluation system… They're working on a crosswalk of TPEP elements and some AVID strategies, so that there's not this feeling of adding one more thing but that they are talking about the same thing.

A dean of students in the same urban high school has responsibilities for teacher evaluation. She explains how the work of TPEP is related to other school initiatives:

> We're doing literacy lessons… I go in and observe the literacy lessons. And a lot of times it will tie into their TPEP growth plans, or whatever they're working on. And teachers have really come to an understanding on those literacy lessons, that their literacy lesson and TPEP plan, and their classroom, and that curriculum could all be coordinated. …

> Over time we've gotten the teachers to understand that the literacy lesson can be the TPEP lesson.

These examples illustrate ways in which school leaders sought to align TPEP activities with other initiatives to help them work strategically by investing time and resources to advance the instructional priorities, reduce duplication of efforts, manage their workload, and ensure purpose and coherence across their leadership work.

TPEP's Impact on Capacity Building

Some school leaders in Washington state have envisioned how the evaluation process could support school capacity building. Principals and assistant principals identify how aspects of work can provide useful feedback to inform other improvement efforts. Survey respondents were asked to gauge the extent to which the feedback they received from conducting TPEP evaluations assisted with leadership activities at their schools. Three-quarters of principals and assistant principals agreed that feedback from TPEP helped them plan for professional development activities and assist in identifying teacher leaders (either a great deal or somewhat). A majority, but somewhat smaller proportion of school administrators (63%) felt that feedback from TPEP helped them assess progress of their schools' improvement plan, while more than a third (36%) reported that it only helped a little bit (24%) or not at all (12%). Two-thirds of principals and assistant principals (67%) believed that the feedback they received from the evaluations helped them improve their ability as instructional leaders. There were no notable differences between principals and assistant principals on these issues (see Table 19).

Table 19: School Leaders' Perceptions of the Extent to which Feedback from TPEP Informed Other Activities (n=444)				
	Not at all	A little bit	Somewhat	A great deal
Plan professional development activities for teachers	6%	18%	46%	29%
Assist in identifying teacher leaders	10%	14%	41%	34%
Assess progress on my school's improvement plan	12%	24%	44%	19%
Improve my ability as an instructional leader	4%	17%	48%	29%

The vast majority of school leaders participating in the survey indicated that TPEP had positively impacted (either very positive or somewhat positive) the quality of instruction (80%) and professional conversations about what constitutes effective teaching (78%) in their schools. Additionally, a majority of principals and assistant principals indicated that TPEP had a very positive or somewhat positive impact on student learning outcomes (71%) and the quality of professional collaboration among teachers (65%). However, 45% of principals and assistant principals responded that TPEP had no impact on teachers' skills to meet the instructional needs of students from diverse cultural backgrounds, with half of respondents stating that it had a somewhat positive (46%) or very positive impact (4%). No notable differences in responses were found between principals to assistant principals. Table 20 displays these survey results.

Table 20: Principal and Assistant Principals' Perceptions of the Impact of TPEP on Responsibilties as a School Leader (n=444)				
	Somewhat or Very Negative Impact	No Impact	Somewhat Positive Impact	Very Positive Impact
Quality of professional collaboration among teachers	4%	29%	56%	9%
Professional conversations about what constitues effective teaching	3%	18%	59%	19%
Quality of instruction	1%	17%	64%	16%
Student learning outcomes	1%	26%	60%	11%
Teachers' skills to meet instructional needs of students from diverse cultural backgrounds	3%	46%	46%	4%

We pressed school leaders in the case study districts to further understand how, if at all, they use the instructional framework or the evaluation process to address the needs of diverse student learners. Several talked about the potential within the framework for those kinds of conversations or suggested that it may depend to some extent on how the district and school approached work around differentiation and subgroups of students.[10] However, an experienced high school principal who had been a TPEP coordinator and framework trainer for her district described how this had been a recent focus for the state's framework trainers, and how she believed this issue needed to be called out more intentionally:

> Marzano spells out very clearly in the framework about ethnicity and diverse populations. I think Danielson alludes to it, as well as 5D. All, some, few, right? I know that, in our training with the state, we're doing a lot of work through the equity lens of each framework. Really looking at, when we say, all, some, few, who are those few? Are they the same type of kids? I don't think it's called out strong enough in the frameworks, yet. …Or, even if that's the intent. But, right now, you can get away with not calling that out, if you, as an evaluator don't call it out… And, it won't change, unless it's put in there intentionally. And, there are certain criterion that you can do that nicely. But, be clear about it, instead of alluding to it.

This high school principal went on to describe a training she conducted on use of the instructional framework to examine teaching practices in the context of diverse learners:

> We actually did, in our class, a training on that. So, they scripted teachers, and then when we came back… we talked about equity and diversity. And I said, "Now, when you did your diagrams, and you captured student, student, student. How many of those students were minority students? How many students were EL learners [English Language Learners]? How many students were students that had an IEP [Individualized Education Program]?" And, they're like, "Oh, we don't really know." And, I said, "How many of your evaluators that come to your classroom, know who those kids are?" None, unless they ask. And, I said, "So, do you see in the framework where that is called out?" And, they said, "No." So, I said, "That's about your knowing who your students are in the classroom,

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[10] Revisions made to the state's framework training in July 2018 focused on cultural competence, multicultural education, and working with English language learners and students with disabilities.

before you come in and evaluate a teacher." Because, I could come into an AP [Advanced Placement] class of all white kids, and be like, "Wow, this teachers phenomenal." But, then they have a regular ninth grade class, and their teaching might look very different. So, I think right now, it's leaving it up to the evaluator to call that out.

Addressing the needs of diverse student learners and developing instructional practices that support their learning, are areas where some principals and teachers may need to engage in deeper work.

Using TPEP to push instructional improvement

Several of the case study principals had prior experience with school turnarounds and were unapologetic about using the evaluation process to leverage instructional improvement with staff. One outcome can be staff turnover (Grissom & Bartanen, 2018). A case study district that had embraced higher standards of instruction through the evaluation process admitted that they lost a few veteran teachers. An elementary principal explains, "We've seen a lot of staff choose to go to other districts because of the staff and administration hold our staff to pretty high levels of instruction, and I think that's uncomfortable for some staff. Veteran staff that are used to being patted on the back only, and not have any constructive conversations."

An elementary teacher working in the Learning Assistance Program at her elementary school explained how her principal had used the evaluation to leverage school-wide instructional improvement, but also the potential downsides to that stance:

> [The principal] sees teachers who are not performing and he puts them on comprehensive and he goes after it. And I feel relieved… I only want to work with good colleagues. I want grace, right? I don't think you should ever walk in to get fired without knowing why and having a good idea in advance. You should never walk into a bad review and be surprised by it. That means that you weren't communicated with well. But you should not be spared a bad review if you deserve it. If I'm doing something really wrong, you dang better tell me and not penalize me for it without telling me. Give me a chance to fix it. He's really good about that. He goes after it and then he gets the reputation and they send us other people that need to be dealt with. I feel like that's not fair to do that to principals who are willing to do the hard work.

It can be challenging to work with staff who haven't adopted a growth perspective. The evaluation process works most effectively with buy in and engagement from teachers. When school staff are committed to working together toward common goals for students, teachers can be advocates for supporting professional growth among their peers. An elementary teacher described what it meant to have a principal who pushed teachers toward instructional improvement: "I'm so grateful to have a change agent as a principal because he's ambitious on my behalf and he's ambitious on the students' behalf." A principal commenting on the survey described using TPEP as tool for change: "The power in TPEP is being able to make the leadership moves in your building to use TPEP to unite your staff around a shared vision of instructional best practices and continuous learning. TPEP is only a tool, the power is in how we use the tools we are given." These kinds of changes are possible when principals are well-supported and well-trained in their role as an instructional leaders. What happens when school leaders lack support, skills or resources, or philosophically hold different views of the purpose of evaluation is another aspect of understanding the implementation of TPEP.

Another Side of the Evaluation Story

Another side of the evaluation story becomes apparent when school administrators are overwhelmed with their workload, when they aren't provided adequate supports, when they aren't able to adequately undertake the role of instructional leader or for whatever reason, the evaluation process can be reduced to a compliance mechanism. These experiences are not uncommon, and were clearly evident in the responses of some survey participants, as well as some of case study participants.

As mentioned earlier, about a third of principals and assistant principals (34%) participating in the survey indicated they did not receive adequate supports to work with teachers on TPEP-related activities. Sixty-five percent of this group also disagreed (either somewhat or strongly) that teachers in their school have access to sufficient professional development opportunities related to TPEP (compared with 14% of school leaders who felt supported). Sixty-one percent of the group who perceived a lack of support for TPEP also did not find the majority of time spent on TPEP to be useful (compared with 27% of school leaders who felt supported but didn't find the time useful). It is important to note that the median total number of staff these two groups of school leaders evaluated was similar.

We compared the one-third group of principals and assistant principals who indicated that they did not receive adequate supports to work with teachers on TPEP-related activities, with the remaining two-thirds of school leaders who indicated that they did (at least to some extent). The findings presented in Table 21 below suggest that school leaders who perceived a lack of support for TPEP-related activities also indicated TPEP had negatively impacted their other responsibilities as a school leader. Among those who perceived a lack of support, 41% believed TPEP had a negative impact on time to focus on instructional leadership, compared with 22% of those who experienced support. Similarly, 74% of those who perceived a lack of support found TPEP had negatively impacted time to address student discipline compared with 57% of those who experienced support. In every category, the school leaders who perceived a lack of support also indicated a more negative impact from TPEP on other leadership responsibilities than did others.

Table 21: Views of School Leaders Who Report Receiving Adequate Supports to Work with Teachers on TPEP Compared to Those Who Did Not (Supported n= 290; Not Supported n= 152)						
	Somewhat or Very Negative Impact		No Impact		Somewhat or Very Positive Impact	
How has TPEP impacted your other responsibilities as a school leader?	Principals & APs Supported	Principals & APs Not Supported	Principals & APs Supported	Principals & APs Not Supported	Principals & APs Supported	Principals & APs Not Supported
Time to focus on instructional leadership	22%	41%	11%	9%	67%	49%
Time to address issues of student discipline	57%	74%	27%	22%	16%	3%
General visibility in the building	37%	49%	18%	20%	45%	30%
Time to interact with families	47%	59%	41%	39%	11%	1%
Spending informal time with students	53%	65%	23%	23%	23%	10%
Time to respond to paperwork, email, and other managerial tasks	77%	82%	15%	16%	8%	0%

As previously discussed, there is substantial variation in how the evaluation system has been implemented across the state. Support for the evaluation at the district level is one contributing factor as a school leader participating in the survey wrote:

> This is my second district in the time I have worked with TPEP, and the variance in professional development, implementation and support is shocking. I went from a district that used it as a growth tool and provided layers of support, to a district where it is a checklist only. It is sad to see the range of implementation and the experiences of teachers and administrators based on this implementation.

An assistant principal responding to the survey similarly perceived major differences between districts that lead to very different outcomes: "Some districts have taken TPEP seriously and some have not. The have nots designed ineffective systems and agreements that have not contributed to improved instruction and positive student learning outcomes. The serious districts are making good progress and teachers have vastly improved instructional practices."

Implementing a complex and demanding evaluation system places a heavy time burden on principals. A principal responding to the survey wrote:

> I am so bogged down with the other components of my work (mostly discipline and family engagement) that my observations and 'coaching' days are often overridden by unexpected conflicts and 'emergency' situations that need real time responses. It is very frustrating to possess the skills and knowledge that I do around the 5D framework and instructional leadership processes, and to simply not have time to do it well. At this point in the year [spring], I am literally counting the minutes that I have been in classrooms to make sure that I have met the minimum legal requirement. Coding and regular feedback conversations have gone by the wayside. I wish I could foresee a solution.

There are some educational leaders who hold different philosophical views of the extent to which the evaluation process is an effective way to promote professional growth, and the notion advocated by some that you can't evaluate yourself to better teaching. One principal who responded to the survey explained it this way; "My biggest issue with TPEP is that it tries to put evaluation at the center of our operation and drive the work of my school. This presumes that evaluation is a motivating factor in educational professionals' minds. I find this to be untrue. I believe evaluation will always be a quality control tool, and the most important work will need to lie outside of that realm." A superintendent in a smaller district explained how they scaled back observations because they weren't convinced that the intensive effort was paying off in terms of long-term shifts in instructional practices:

> We were really struggling with this idea of evaluation, what is the best way to invest in professional growth for teachers in ways that are sustainable. That's been sort of a key question for us… and I'm continually asking this question, and the evidence is not conclusive about 'does effective evaluation with a principal who knows the instructional framework very well, who is able to give very specific feedback around instructional practice, and see some temporary improvement, lead to long-term shifts in instruction?' I don't know that we can conclusively say yes to that, and that's been sort of a frustration for us... Principals are super valuable; the research talks about the value of the principal as an instructional leader, and so we struggled with that a little bit. As a result, we made a conscious choice to shift how many times we asked principals to observe.

These comments suggest the complexity of implementing an ambitious evaluation system that seeks to serve dual purposes of accountability and professional growth. Evidence from the study indicates that lack of support for principals to do the work is a major factor, whether it be time, staffing or other resources. Inconsistency of implementation or ambivalence may also be influenced by hesitation of a more philosophical bent – the extent to which an evaluation system can be part of a professional growth agenda. In the next section, we discuss how district context may influence implementation efforts.

Key Findings Related to School Level Contexts and Supports for TPEP

- The extent to which staffing resources, including assistant principals, counselors, deans of students, and teacher leaders are available can make or break the fidelity of TPEP implementation. Elementary principals generally have fewer supports compared to secondary principals, while solo principals have proportionately fewer of all types of supports.

- Principals who build and leverage the capacity of their school leadership team are in a better position to address the range of leadership work and push instructional improvement more effectively. This work includes aligning and integrating other improvement initiatives in a coherent way.

- More than half of school leaders indicate that rater reliability was an obstacle to TPEP implementation, and particular concerns were voiced about variation in scoring within buildings and across the district.

- The majority of school leaders feel that TPEP has positively impacted instructional quality, student learning outcomes, and teacher professional collaboration. However, nearly half (45%) feel that TPEP had no impact on teachers' skills to meet the instructional needs of students from diverse cultural backgrounds.

- About a third of school leaders believe that they do not receive adequate supports to work with teachers on TPEP-related activities. School leaders reporting this lack of support also indicated greater dissatisfaction with their ability to focus on instructional leadership, address student discipline, interact with families, and spend informal time with students.

District Contexts and Supports for TPEP

Organizational structures, supports and resources for building leadership capacity play an important role in how effectively school leaders are able to implement the TPEP initiative. In previous work, we have described the extent to which districts have embraced the evaluation and where changes in leadership and other issues may disrupt or delay implementation efforts. Considerable variation exists across districts in the extent to which school leaders are able to engage in professional development concerning the evaluation process, including their own evaluations.

In the data we collected from the case studies and surveys, we found several strategies used by districts to build capacity for the implementation of a productive evaluation system. These strategies include a focus on supporting the professional growth of school leaders, and opportunities for collaborative work with others both within and outside the district. In addition, districts can provide leadership through their approaches to the evaluation, holding in tension aspects of flexibility and consistency across buildings. Some districts have found ways to support streamlining and alignment of the evaluation process with other goals. In the section that follows, we describe these strategies in detail.

Supporting the Professional Growth of School Leaders

Prior research suggests that principals and assistant principals benefit from support for their own professional growth, especially considering that school leaders are the lynchpin for productive engagement in TPEP (Elfers & Plecki, 2017). In this study, we specifically inquired about the ways in which districts were supporting the professional growth of school leaders and providing opportunities for peer-to-peer collaboration. This can be especially challenging in small or remote districts and in schools with solo principals. We also inquired about the ways in which the professional development needs of newly appointed assistant principals might differ from more experienced school leaders.

Two-thirds of the school leaders who responded to the survey rated the professional development provided by their district to support TPEP as very useful or somewhat useful. In particular, collaborating with other administrators on TPEP was identified by both principals and assistant principals as useful. While 68% of principals found that collaborating with other administrators on TPEP issues to be very or somewhat useful, more than three-quarters of assistant principals (76%) rated this type of collaboration as very or somewhat useful. A smaller proportion of principals and assistant principals (59%) viewed training to support rater reliability to be very useful or somewhat useful (see Table 22). There were no notable differences in the views of solo principals as compared to principals in schools with multiple evaluators regarding these TPEP supports.

Table 22: Principal and Assistant Principal Perspectives on the Usefulness of Supports for TPEP (Principals n= 264; Assistant Principals n=180)	Principals & Assistant Principals	Principals	Assistant Principals
Professional development provided by my district			
Very useful	26%	25%	27%
Somewhat useful	41%	42%	41%
A little useful	22%	22%	21%
Not useful	11%	11%	11%
Supports available and participated	90%	88%	93%
Not available	8%	11%	5%
Collaborating with other administrators on TPEP issues			
Very useful	37%	32%	45%
Somewhat useful	34%	36%	31%
A little useful	24%	28%	19%
Not useful	5%	5%	5%
Supports available and participated	85%	83%	87%
Not available	12%	13%	11%
Training to support rater reliability			
Very useful	20%	14%	29%
Somewhat useful	39%	39%	40%
A little useful	30%	35%	23%
Not useful	11%	12%	8%
Supports available and participated	79%	79%	79%
Not available	16%	15%	18%

Though most school leaders found district-provided professional development useful, many also expressed a desire for additional training or support related to TPEP. In fact, 62% of principals and 78% of assistant principals indicated that they would benefit from additional professional learning opportunities. When comparing responses between solo principals and principals with more than one evaluator at the school, a higher proportion of solo principals (68%) indicated they would benefit from additional support as compared to 58% of principals with more than one evaluator at the school (see Table 23). This suggests that opportunities for collaboration in schools with solo principals may be more limited. Furthermore, when asked if the availability of professional development for principals and assistant principals was a potential obstacle to TPEP implementation, a sizable proportion of school leaders cite this as either a moderate concern (27%) or a major concern (8%).

Table 23: Percent of School Leaders Who Would Benefit from More Professional Development or Support Related to TPEP (n=444)	Principals & Assistant Principals (n=444)	Principals (n=264)	Assistant Principals (n=180)	Principals with Multiple Evaluators (n=158)	Solo Principals (n=106)
Yes	68%	62%	78%	58%	68%
No	31%	38%	22%	42%	31%

Principals and assistant principals who responded to the survey were asked to describe the kinds of training and support related to TPEP that they would consider most beneficial. The most frequent responses fell into the following categories: (1) rater reliability and calibration training, (2) collaboration with other school leaders, (3) strategies for making the process more manageable, (4) feedback on their own performance, (5) framework training, and (6) help with goal setting for teachers. These themes also emerged in the survey's open-ended responses and in our case studies. For example, an elementary assistant principal in a case study school described his desire for more training on rater reliability:

> There's no recalibration. We're just all assuming that we did that one time and we've remained calibrated. Sometimes I feel like, man I'm in my own little world with my 20 teachers here in [this district]. You know how you get into habits of looking at things in the classroom. I don't know, I feel like sometimes I might be skewing off the desired path, and I need someone to right the ship at some point. [The principal] and I have discussions, but it would be nice to have a refresher course. I think it would benefit the state if that was taking place.

A principal who responded to the survey noted: "The most beneficial training for me is the ongoing opportunity to collaborate with other administrators," while an assistant principal wrote that the most beneficial support would be "working with other administrators to compare and contrast. To be able to do walkthroughs in other districts… to have someone review or talk with me about what I have done."

When we inquired about what might best support the capacity of school leaders to carry out their responsibilities, we found that needs vary, indicating that a differentiated approach may be warranted. For example, when asked to rate their ability to engage in a variety of leadership responsibilities, nearly all principals and assistant principals (91%) indicated their ability to support the professional growth of teachers as either good (49%) or very good (42%), with only 9% indicating that they needed some improvement in this area. However, a much larger proportion of school leaders stated that they needed some improvement in delegating some of their responsibilities (29%), improving family engagement at their schools (35%) and managing their overall workload (35%). School leaders were more confident in other areas with only 14% reporting that they need some improvement in implementing new student discipline policies and 16% indicating that they need some improvement in serving as an instructional leader. Table 24 provides details.

Table 24: Principal and Assistant Principal Self-Assessment of Leadership Abilities in Selected Areas (n=444)			
	Very Good	Good	Needs Some Improvement
Support the professional growth of teachers	42%	49%	9%
Serve as an instructional leader in my building	36%	48%	16%
Implement new student discipline policies	34%	52%	14%
Improve family engagement in my school	16%	48%	35%
Delegate some of my responsibilities	14%	57%	29%
Manage my overall workload as a school leader	14%	49%	35%

Delegating responsibilities was an area of leadership where nearly 30% of principals and assistant principals indicated they need some improvement. Interestingly, it was the number one strategy identified when school leaders asked what they do to manage the workload. We discuss delegation of some responsibilities in a later section of the report.

Solo principals assessed their leadership abilities slightly lower in some areas than other school leaders. For instance, 37% indicated that they needed improvement in delegating responsibilities and 12% in supporting the professional growth of teachers, as compared to principals in buildings with multiple evaluators (20% and 6%, respectively).

Supporting assistant principals

In both the survey and case study data, concerns were raised about supporting assistant principals. As noted earlier, more than three quarters of assistant principals (78%) surveyed indicated that they would benefit from additional professional development opportunities. An elementary principal in one case study school expressed concerns about how to keep assistant principals in the role to reduce the turnover. He remarked, "I sit on an AWSP board and we've talked about just sustainability of assistant principals. I guess that goes with how do you recruit them, is their compensation in the ballpark of the principal so it's not a constant trying to go to the next job, next job? So I guess that'd be one [issue], how do you sustain assistant principals." An assistant principal responding to the survey explained how administrators in this role often do not have access to the same type and amount of professional learning opportunities as principals. This worry was articulated in the case study work, as an assistant principal explained:

> Assistant principals are often overlooked when it comes to targeted feedback of their own evaluative skills. Most often principals receive all the training, mentorship, and feedback while the assistants stay back at their buildings or oversee the building while the principals are training at the district office or doing walk-throughs with their assistant superintendent. Very little time is spent developing the assistant principal's skill set because who would watch the building if both the principal and assistant principal are doing classroom visits or conferencing together?

Several principals in the case study schools described targeted work with less experienced assistant principals in their building to facilitate the development of their leadership skills. An elementary principal who had an assistant principal when she worked in a middle school in another district described different ways of conceptualizing this work and what it meant in relation to TPEP:

> I know one model is [that] the assistant principal does all the discipline and the principal does all the instructional leadership… At first, I did not [have an assistant principal] and that was a big job. And then they put one [in my building], and he had done his internship with me. I almost feel like a moral responsibility to have him take some instructional leadership and evaluation pieces. We just learned to share discipline, because I wanted to prepare him for the full-on job…

Having a skilled principal guide the professional learning of assistant principals within their building can be an important source of support. As with professional development for teachers, it is often job-embedded and differentiated approaches that are most likely to influence leadership practices. While building principals are often uniquely situated to provide these kinds of supports, districts are ultimately responsible for the development of their school leaders. As we have seen, assistant principals, particularly those with TPEP responsibilities, may benefit from additional learning opportunities.

Collaborative learning among school leaders

Most school leaders highly value opportunities for collaborative learning around the evaluation process. The structures and forms for engagement vary considerably by district and include activities such as district-sponsored walk-throughs using specific protocols connected to the framework, using video calibration exercises available in the eVAL tool that can be watched and scored either individually or together, and using the district's monthly meetings with leadership teams to engage in professional learning around TPEP. A middle school principal in a mid-size district described district-sponsored PLCs for principals and assistant principals:

> Since TPEP was brought to [the district], we have established PLC meetings that are monthly and those have been very beneficial. We meet for about an hour and a half, and it's just a cross section of secondary administration, and all three of us [the principal and both assistant principals] are on different PLC teams. It's nice because we can come back and talk about what was discussed at our PLCs. Most of it is around instruction and Danielson's Framework. The district office, the assistant superintendents, they do a quarterly meeting with everybody that gets together. They have some themes that they work through, and those are always beneficial.

Within schools, collaboration among school leaders may be enhanced when principals and others can attend professional development offerings as a team. However, the cost of sending more than one person to a training can be prohibitive, especially for small and remote schools. An elementary assistant principal in a small district described his desire for time to work with other administrators in his district:

> I think for us I would like to see us just collaborate more within our district as an admin team around our own evaluations, and just even evaluations we do with teachers and observations, just to bounce ideas off each other and… how do we take our instructional

observation data and turn that into building goals. I think having some healthy conversation at the admin level would be helpful. I'd like to start there before going out to colleagues outside our district because I think we need to get things hashed out a little bit within the district, and then get ideas from others would be great at some point.

A solo principal in a large urban elementary school described monthly meetings with other elementary principals and the need for discussions of observations and scoring:

I do believe [that] while I disliked ... those tests for the calibration piece, I do think that sitting with my colleagues and having conversations around, 'What did you see, what did I see, and what did I miss, or what are my blind spots, and where are my hidden biases, or straight out biases?' is critical… And so I think having those conversations is really important and I think if we were able to have those conversations at a district level I think that's important.

A solo principal who had worked with an assistant principal in a prior district mentioned the challenge of carrying the load alone, "The biggest change was having someone to talk about the work with. It is so lonely, even though you're surrounded by people, my secretary is fabulous. I love her. I have a great staff, but no one else understands your work, or can be your talking partner about your work [in the building]." This speaks to the importance of leadership supports for solo principals in their work.

Use of external supports

School administrators were asked to identify outside organizations or services that were used to support TPEP in their buildings. While about a third of respondents (35%) indicated that they did not use any outside services, nearly a third (31%) indicated that they had used services provided by an Educational Service District (ESD), and 20% indicated they had consulting contracts with framework authors or representatives. Other outside agencies providing services were the principals' association (18%), the teachers' association (13%), services or events sponsored by OSPI (8%), and university-based organizations (6%).

Among the case study principals, several mentioned their work with the Washington State Leadership Academy, support from the Beginning Educator Support Team (BEST) program for new teachers, and engagement with school leaders in other districts. Often their goal was to finding like-minded leaders who were thinking hard about issues of instructional improvement; sometimes with those who shared a common framework, but more importantly those with a learning-focused approach to school improvement. Several school leaders mentioned the benefit of connections around a specific subject area focus like math or literacy.

Regional ESDs and state-sponsored events created spaces where productive conversations could happen for some school leaders. An elementary principal described how his thinking about the ESD changed when he moved from a suburban to a rural district:

I never in [prior suburban district] even thought twice about the ESD. It was like this thing we were connected to it, because we were part of that same ESD, but it was like [the district] is all in-house. We're doing these things here. When you come here [current district], yes, that's the connection point. It's used for some things, but not all things... Sometimes we do things on our own. Sometimes we do them through ESD. I think

sometimes it's based on what we feel is maybe the best quality of what we're looking for in a given area.

Most districts offered some support for school leaders and their professional growth, but many of the principals in our cases studies took initiative and responsibility for their own learning. An experienced urban high school principal explained: "I don't actually expect everyone to teach me how to do things. I expect myself to have to learn how to do it as well... I probably have 15, 16, 17, 18, 20 hours of training in TPEP, but it's more the work I've done actually doing TPEP, in which I've actually learned the most. So it's been my own choice to learn to do it." The commitment to career-long learning expressed by this principal was shared by others among the case study schools and in comments by survey respondents.

For some school leaders, a potentially underutilized opportunity for professional growth was attention to their own evaluation. In the next section, we discuss ways in which the leadership framework and conversations with their supervisors may provide another dimension to explore learning around issues of leadership.

School Leaders' Views of their Own Evaluation

Prior research on TPEP in Washington found a lack of emphasis on providing school leaders with sufficient time and supports for their own evaluation. Most principals and assistant principals who responded to our survey (85%) agreed that the leadership framework was a useful tool for improving their work as leaders. In general, most school leaders who responded to the survey found the feedback they received on their own evaluation to be helpful to them (72%). However, as noted in the previous section, the needs of assistant principals were more acute. Nearly 40% of assistant principals indicated they do not receive sufficient support for their own evaluation, compared to 29% of principals. Additionally, 83% of assistant principals and 60% of principals indicated they would like more time to work on their own evaluation with their supervisor.

When asked to respond to a question about the usefulness of supports provided for TPEP, 30% of principals and 36% of assistant principals stated that supports for working on their own evaluation were not available. For those school administrators who reporting having supports for their evaluation, nearly half (48%) viewed the supports as very or somewhat useful, while 15% stated the supports were not useful. Table 25 provides details.

Table 25: Principal and Assistant Principal Perspectives on Supports for Working on Their Own Evaluation (Principals n= 264; Assistant Principals n=180)			
	Principals & Assistant Principals	Principals	Assistant Principals
Supports for working on my own evaluation			
Very useful	12%	9%	17%
Somewhat useful	36%	34%	40%
A little useful	37%	41%	31%
Not useful	15%	17%	12%
Supports available and participated	64%	66%	62%
Not available	32%	30%	36%

Most of the case study principals and assistant principals described less attention and fewer resources to focus on their own evaluations. However, there were a few exceptions. A middle school principal in a mid-size district described the benefit in focusing on the leadership framework for his evaluation:

> This year there was an emphasis on the principal's framework. We haven't spent near enough time on that to where we really understand that framework as well as we understand the teacher one. We did a couple activities where we unpacked them, where we took one particular strand and then we did some table group activities just really getting through looking at the specific language, and what it means on the principal side. I found that to be really beneficial. We need to keep doing that… I'm on comprehensive this year as a principal and my assistant superintendent, who supervises me, has been much better about consistently meeting with me. We set those meetings up and that hasn't happened in the past, so it's been good for my own growth and benefit. I feel like the district has supported us as much as they possibly can without really just giving us more time, which is truly very expensive.

A solo principal in a small district described how she met with her superintendent on a regular basis to discuss her evaluation:

> [The superintendent] has one-on-one meetings with principals every month, and they last about three or four hours... We have a shared Google Doc of the AWSP Principal [Leadership] Framework, and then I each month add on things that I'm doing that address those. We talk about that and any issues, and then we do classroom visits and walk-throughs. The idea I think, is by the end, it's like not one big evaluation, it's like we've doing this all along.

Data from our surveys and case studies suggest that supports are more available for teacher evaluations as compared to the evaluations of school leaders. An elementary principal in a case study school described wanting to improve his own practice and his desire to have the district principal professional development centered on the leadership framework rather than the instructional framework for teachers. He explained:

> I continually bring up [that] I really want to improve in my own practice. And utilizing the principal evaluation tool is a great way to do that. In a similar way that the teachers are utilizing theirs to improve… I feel like we're doing a lot of time where we're saying all right, how do we improve teaching, which I think is important. But it seems as though the principals, at least in my experience, are living in the teachers' evaluation tool a lot more than we're living in our own evaluation tool... That is something that I just haven't seen but I keep pushing for because I'm not the one in the classroom teaching this right now. And I feel like both are important but I feel like we live in one and we neglect the other because of time or whatever reason.

Several principals in our case study schools described how their own evaluations were not conducted with the same amount of time and depth that is devoted to teacher evaluations. An elementary assistant principal described how his own evaluation gets put off until later in the year:

> I'll be honest with you, my evaluation is more of a reflective process, rather than like a proactive thing that I work on in September, and it's going to guide my year. It's more like, "Oh my goodness, it's April. I need to get out my AWSP framework…Oh yeah, I've

done that this year, and I can provide evidence for that. I've done this, I can provide evidence for that." But it wasn't a process like my teachers went through where they're having to work on this throughout the year.

Despite some of the challenges described above, some principals in our case study schools noted how they are motivated by a focus on their own growth. An experienced principal in a rural district stated, "I always look at it from how do I keep going and growing, because I'm 61 years old, so I only want to be working if I'm still growing and learning. If I'm not, I shouldn't be here. So, I always viewed the CEL work, and the TPEP part of it, is how I could reignite the fire. So, that was fun. And it's been a great journey for me."

District Efforts to Support TPEP Implementation

Districts can play an important role in mediating the evaluation process for principals and assistant principals. Districts can assist with consistent implementation across schools while also providing flexibility for school leaders to adapt to the individual circumstances in their buildings. Districts can also develop strategies for streamlining the evaluation process while aligning it with other important initiatives. Additionally, the relationship between the district management and the teachers' association can influence the evaluation process. We discuss these issues below.

Striking a balance between flexibility and consistency

Districts can help support school leaders during times when tensions emerge in relation to the management of the teacher evaluation process. We inquired about this by asking study participants whether they had flexibility in their approach to the evaluation process within their building, the extent to which there was consistency in implementation across the district, and whether they believed the district had their back when they chose to engage in a rigorous evaluation process that resulted in lower scores for some teachers.

Nearly three-quarters of principals (71%) agreed that they had the flexibility to implement TPEP in a way that worked best at their school. A smaller proportion of respondents (59%) agreed that implementation of TPEP in the district was very consistent across schools. More than three-quarters of principals and assistant principals (77%) agreed that the district supported them when teachers received a summative score of 1 or 2. However, tensions emerged with regard to consistency of scoring across the district, and also among principals who did not want to see a diminishing rigor with regard to scoring.

An elementary principal who highly valued the evaluation process as means to improve the instructional capacity in his building explained, "I've just run into principals that are like, 'Everyone's distinguished.' I'm like, are you kidding me? Stop. I'm going to have to come in behind you and clean all this up… Or someone else? No. That's not okay." An assistant principal in a large urban high school who participated in TPEP from the earliest pilot work described the original intent of giving a lower score as a means to support professional growth, especially with new teachers:

> I think the intent was to have a more robust evaluation, be more growth-oriented and at some point in time that still flipped to becoming punitive or the idea of giving a 2 is so discouraged that I think there's been a little grade inflation… when somebody is

developing [as a new teacher] they should be able to be at a developing stage for awhile, without it being something that's going to haunt them.

Principals expressed the desire to maintain the rigor of the evaluation, while acknowledging pressures to give higher scores. Several superintendents among the case study districts paid attention to the summative scores across schools, examining the data for variation by school and/or evaluator. These superintendents initiated conversations about scoring expectations in schools or with individuals who had data that might indicate some scoring inflation.

Aligning and streamlining the process

Alignment of school and district goals with the instructional framework and evaluation process is one way some districts have sought to create a coherent system for staff. In addition, some districts have found ways to streamline the evaluation process. For several of the case study districts, the instructional framework itself provided the overarching umbrella. In other districts, strategic initiatives such as AVID were nested within the evaluation process to support the work. Some districts emphasized how progress on strategic goals occurs over more than one year, while other districts encouraged school leaders to focus on one or two key elements each year within their buildings. Central office support and guidance to principals often involved: 1) prioritizing time in classrooms, with teachers and in PLCs, 2) focusing on foundational ideas in the framework, communicating expectations, and using data to plan, and 3) building a collaborative culture to share responsibilities.

Some districts have embraced an integrated district-wide approach. A superintendent explains the district's theory of action and the role that the instructional framework plays in system-wide capacity building:

> You have to move the whole system… we talked about the instructional core, and then we said, "Is there a common language?"… Common language, it's used across all content, common vision…You really have to say, "Okay, this is the instructional framework, but what's the content framework? So if we're going to do this on behalf of literacy, what would that look like?" …we're using that same process and protocol, and replicating it in the content area…. I'm saying, "Okay, what is an implementation protocol we can look at for evidence in the classroom, grade level, and building level to see if our system is really performing like we think it should be" or that, "is this a viable experience in every classroom, these instructional routines?"

One of the case study districts described the importance of having "a red thread" that connects all the parts. A district-level administrator who focuses on instructional support sees connecting all the parts as central to her job:

> It's all connected. I think that's part of ... here, at least, I think that's one of my primary responsibilities … That's how we talk about it in our district, "What is the thread that goes between all the pieces?" Throughout the last five years, I think we've worked to get more and more explicit about the connections. And I think that has helped a lot. So, all of our structures are intertwined. And [the principal] probably mentioned some of this, but we typically have a focus for the year that as a district we do and then we try to have a content area focus as well, and then we try to put those pieces together.

In the years since TPEP was first introduced, some school staff described how school and district processes have become more streamlined. Many remember the extensive work involved in learning the instructional frameworks and scoring rubrics. A teacher on special assignment explained how her district adapted:

> I think a big challenge at first, was [that] it felt like a lot. People had binders and buckets, and I remember my first TPEP evidence was this huge bucket, because I didn't know what I needed. I think we've been able to figure out we don't need that. There are easier ways that are still meaningful and purposeful. So I think as we've been able to streamline. As leadership has understood what they really need, they've been able to support teachers, and communicate things a little bit clearer.

This suggests that the evaluation processes in some schools have become normalized and potentially more efficient. An assistant principal who responded to our survey suggested that the state and the district should spend time figuring out "how to streamline the process while still having an impact. TPEP is so intensive and far-reaching." We saw how this was happening more naturally in some places. An assistant principal in a rural elementary school described how cutting back on the observation cycles helped with the workload:

> When we first started TPEP, the administrators were required to do two full observation cycles on focused employees, and four for comprehensive. Two years ago we decided we're going to do half of that. Comprehensive is three, we cut it down by one observation cycle, and focused went down to one full observation cycle. Of course, one observation cycle means multiple trips into the classroom to provide feedback on the framework. The workload did become a little more manageable after we made that change… Now looking back though, I would almost prefer the requirement of two observation cycles for focused employees, but I like the change to three for comprehensive instead of four because I think three is plenty, especially if you incorporate a peer to peer observation as part of your observation cycle. I feel like that's the most critical component of an evaluation cycle, or an observation cycle is the peer to peer with a discussion afterwards.

In addition to aligning and streamlining the evaluation process, a district's interaction and relationship with the teachers' association also impacts TPEP implementation in particular ways.

Relationship with the teachers' association

In order to gauge another district-level dynamic involved in TPEP, school leaders were asked to assess the impact that TPEP had on the quality of the relationship between the district and the teachers' association. Only 3% of principals and assistant principals responding to the survey indicated that TPEP had a somewhat negative (2%) or very negative (1%) impact, with 45% of respondents stating it had no impact, and half agreeing that TPEP had a somewhat positive (46%) or very positive (4%) impact on the quality of this relationship. However, when asked whether collective bargaining agreements were a concern as an obstacle to TPEP implementation, more than a quarter of principals and assistant principals (26%) rated it as a major concern, with another 33% indicating it was a moderate concern.

In particular, principals in several of the case study schools described how negotiations around recent collective bargaining agreements had reduced opportunities for collaboration and professional development days with teachers, which many saw as detrimental to the TPEP

process. In addition, comparisons with other districts regarding how TPEP was implemented created tensions when other districts weren't holding high standards for the work. An elementary principal in a case study school explained, "Sometimes the bargaining process goes down the road of using other examples to undermine the work you're doing. 'Well, they're not doing it in this school district. Why are you having them do it here?' … back to that commitment versus compliance … TPEP has the ability to be a really effective tool, but it can't just be a compliance tool."

Principals in several of our case study schools had participated in TPEP pilot or Regional Implementation Grant activities in the early days of implementation. These principals described how useful it was for the district and the teachers' association to work as collaborative partners. This early partnership with the association helped to create buy-in from staff. A principal in one of our elementary case study schools discussed how the teachers' association developed an extensive set of materials for teachers to use as part of the evaluation process. An elementary assistant principal in another case study site explained how slowing down the process and engaging with the teachers' association helped create a more receptive space for implementation:

> We were kind of all in it together through that [TPEP] committee, and then just working out our system on how it was all going to play out. I really think the kick-off was critical. Another thing we did was we took one dimension of the framework every year and made it our focus. Hey, this year is purpose as district. This year is student engagement. A lot of people disagreed with us on that, as far as when we would have new staff administrators come in, they'd be like, "Why are you guys doing this? It's so slow." But it really, I think, helped our teachers understand the framework. It helped take the anxiety away. I'm going to work on student talk this year. I'm going to work on student engagement. That was a big win for us as well.

As we have seen, districts can play a substantial role in building capacity for leaders and their professional growth. Often this involves support systems and structures that engage school leaders in collaborative opportunities to expand their knowledge, skills and practices with others both within and beyond the district. In the next section, we turn to considering the Washington state policy context and how the state has sought to address some issues of the evaluation through changes in policy.

> **Key Findings Regarding District Contexts and Supports for TPEP**
>
> - The majority of principals, and an even larger proportion of assistant principals, find their district professional development to be useful, especially in collaboration with other school leaders. Most school leaders expressed a desire for additional training and opportunities for professional growth related to TPEP.
>
> - School leaders mention rater reliability, collaboration, strategies for making the process manageable, feedback on their own performance, framework training, and help with goal setting for teachers as examples of the kind of training they want. Additionally, a sizeable portion of school leaders believe they need to improve in delegating responsibilities, family engagement, and managing their overall workload.
>
> - Most school leaders find the feedback they receive on their own evaluation to be helpful. However, 30% of principals and 36% of assistant principals report that supports for working on their own evaluation are not available.
>
> - Districts can play an important role in mediating the evaluation process for principals and assistant principals and streamlining the process. Districts can also provide consistency in implementation while giving school leaders flexibility to adapt to individual needs, and help align TPEP with other improvement initiatives to create coherence.

State Level Policies, Supports and Sustainability

TPEP lives within a milieu of educational programs and initiatives competing for school leaders' attention in Washington state. Many of these programs are vital to the healthy functioning of schools, but they add to the complexity of the policy environment and vie for principals' time. As previously discussed, TPEP is considered an important but labor-intensive process. State policymakers have sought to address some of these issues through changes in policy and through an exploration of options that might better support the evaluation process. In this section, we discuss school leaders' perceptions of some recent changes in administrative code, experiences they may have had with the Peer Assistance and Review (PAR) program, and how TPEP may have influenced their career decisions. We also explore some implications for TPEP's sustainability from the perspective of school leaders.

Changes in Administrative Code Regarding Scoring

A recent change in state statute governing TPEP implementation requires that the score from the comprehensive evaluation be carried through the subsequent focused evaluation period for teachers and principals who received a score of Level 3 (proficient) or Level 4 (distinguished). This change was intended to encourage teachers to address areas of challenge during the focused evaluation process, thereby prompting them to stretch themselves professionally. Our survey inquired about several aspects of this policy change, beginning with a question of whether school administrators were aware of the change and whether it had been implemented in their districts. More than four-fifths (82%) of principals and assistant principals indicated they were aware and that the change has been implemented in their districts. Another 5% of respondents said they were aware, but it had not yet been implemented. We note that a higher

proportion of principals who had multiple evaluators in their school were aware of this change (85%) compared to principals who were the sole evaluator in their schools (77%).

The majority of principals and assistant principals (52%) responded that the change in scoring had prompted teachers to stretch themselves professionally, while 38% indicated it had not prompted any change at all (see Table 26). One principal commented, "not at all, but I also don't think it's been well articulated by me or the district." Another principal wrote, "Teachers' jobs are not getting easier. Taking some of the stress out of evaluations is a good thing for our hard working teachers." Yet another principal noted, "It depends on the internal motivation of the teacher; some stretch a great deal, others coast."

Table 26: School Leaders Views of Whether Carrying Over Scores from the Comprehensive to the Focused Evaluation has Prompted Teachers to Stretch Themselves Professionally (Principals & Assistant Principals in districts where policy was implemented; n= 364)	
Not at all	38%
Somewhat	45%
A great deal	7%
Not sure/don't know	6%
Other: written explanation	4%

The majority of principals (66%) and assistant principals (57%) who were aware of the change in scoring stated that there was no difference in their workload related to TPEP because of this change. One principal explained, "I am still required to provide the same amount of feedback. It has just taken the scoring out of my hands. However, I completely support this idea." One-fifth of principals (20%) and 15% of assistant principals responded that their workload is somewhat reduced due to the change, and 6% of principals and 12% of assistant principals reported that their workload had increased.

On a related issue, survey participants were asked about whether they see differences between the student growth goals teachers set when on a focused evaluation as compared to when they are on a comprehensive evaluation. More than three-quarters of principals (77%) and 64% of assistant principals agreed there is no difference in the student growth goals teachers write whether on a focused or comprehensive evaluation. One principal explained, "Goal setting cycles are part of our school culture. We don't write goals FOR evaluation." A higher proportion of assistant principals (21%) as compared to principals (7%) stated that teachers set more ambitious goals for student growth when they are on a comprehensive evaluation. Only 12% of principals and assistant principals agreed that teachers set more ambitious goals for student growth when on a focused evaluation. Table 27 displays these results.

Table 27: School Leaders' Views of Whether Teachers on a Focused Evaluation Stretch Themselves in Setting Goals for Student Growth (n=444)			
	Principals & Assistant Principals (n=444)	Principals (n=264)	Assistant Principals (n=180)
There is no difference in the student growth goals teachers write whether on a focused or comprehensive evaluation.	71%	77%	64%
Teachers set more ambitious goals for student growth when they are on a focused evaluation.	12%	13%	11%
Teachers set more ambitious goals for student growth when they are on a comprehensive evaluation.	12%	7%	21%
Other: Please explain	3%	1%	1%

When asked if the change in code had influenced her teachers to write more robust student growth goals, an elementary principal in a high poverty school explained, "I think that the focused thing is fine. But, I don't know if it's necessary for my team… I'm very fortunate, I do not have teachers who are trying to hide in [parts of the rubric]. I think probably the biggest piece for that is that we worked really hard to help them with the switch to student growth goals that were growth oriented [rather than focused on achievement]."

Principals among the case study schools emphasized that a relationship of trust can enable teachers to stretch and grow professionally. A fourth grade teacher described an experience in which she chose to focus on an area in which obtaining evidence could be challenging:

> A couple of years ago, I decided to do [student growth goals around] writing. My husband, who is an administrator [in another district] said, "Writing, why would you do writing? You're not going to have any data!" I kind of told [my principal] that, and [he's] like, "Don't worry. I'm not going to let you fail. We'll give you everything you need." And they do. I could go to him and say, "What do I do?" and he'll have something to help me.

School administrators were asked about implications for scoring during the period of the focused evaluation. Nearly three-quarters of principals and assistant principals (74%) agreed that teachers who receive a three on a comprehensive evaluation should have the opportunity to receive a four on subsequent focused evaluations, with 40% strongly agreeing, and 34% somewhat agreeing. See Table 28 below for details.

Table 28: Principal and Assistant Principals' Agreement on Opportunity for Teachers to Increase Score on Focused Evaluation (n=444)					
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Not sure/Don't Know
Teachers who receive a 3 on a comprehensive evaluation should have the opportunity to receive a 4 on subsequent focused evaluations	40%	34%	10%	4%	12%

An elementary assistant principal described how perhaps they could have pushed teachers to take more risks: "I didn't see teachers take a bunch of risks in their classroom based on them banking a score. Maybe that was our fault, maybe we should be more progressive in our conversations... Do something wild in your classroom. It's not going to affect your score. Maybe, because it's just so new, we [weren't] even cognizant of being really explicit with our teachers about what this means for you in your classroom." In the next section, we discuss an initiative implemented in some districts to encourage peer assistance.

Peer Assistance and Review (PAR)

Over twenty-five years ago, Peer Assistance and Review began as a labor-management initiative that recruited highly skilled teachers to work with new or struggling peers. Through peer mentorship, PAR also encourages teachers to leave the profession if it isn't a good fit. A few districts and schools in Washington state have adopted or are exploring the PAR model to support the professional growth of teachers. As part of the statewide survey, we asked school leaders if PAR was an option for their teachers. The vast majority of principals and assistant principals (80%) noted that PAR is not available for teachers in their schools. For principals and assistant principals who indicated that the PAR process was available to their teachers, four-fifths responded that the process supports teachers' professional growth (62% indicated somewhat, and 18% a great deal). More than two-thirds (67%) indicated that the PAR process supported teachers' TPEP goals, either somewhat or a great deal. However, the majority of respondents (64%) indicated that the PAR process did not reduce the evaluator's workload.

Principals' Satisfaction with Career Decisions and TPEP's Influence

In recent years, we have tracked principals' career satisfaction and asked how TPEP may have influenced their professional decisions. As we have seen, principals and assistant principals express significant concerns about the time pressure and their ability to meet all the demands of the job. A small proportion of survey participations (8%) strongly agreed that TPEP made them consider leaving their positions as a school leader, while another 23% somewhat agreed that it had (68% disagreed either somewhat or strongly). In response to the same question in 2017, 11% of principals and assistant principals strongly agreed and 19% somewhat agreed (70% disagreed either somewhat or strongly). This suggests that for approximately 30% of the principal workforce, TPEP has made them consider leaving their position as a school leader, and that the percentage hasn't changed much in the last few years.

Additionally, we asked school leaders to respond to the statement that best represented their views on future career decisions. Forty-three percent of principals and 53% of assistant principals indicated that school leadership was a good lifelong career choice for them. Not surprisingly there were some differences in the views of principals and assistant principals. Twenty-five percent of principals and 30% of assistant principals agreed that school leadership was a good occupation for them to be engaged in for now, but couldn't say for how long. Nine percent of principals and 5% of assistant principals said they were actively considering other leadership positions, such as working at the district office. A few school leaders were considering other options, but the percentages were small. Finally, 13% of principals were considering retirement in the next three to five years, compared to 6% of assistant principals. Overall, these percentages were similar to the prior survey, with a small shift toward retirement for both principals and assistant principals (see Table 29).

Table 29: Views of Principals and Assistant Principals on Future Career Decisions				
	Principals		Assistant Principals	
School Leaders	2018	2017	2018	2017
School leadership is a good lifelong career choice for me	43%	43%	53%	57%
School leadership is a good occupation for me to be engaged in for now, but I can't say for how long	25%	30%	30%	28%
I do not view school leadership as a particularly good job fit for me at the present time, but I have no immediate plans to leave	1%	1%	0%	1%
I am actively considering other leadership positions, such as working at the district office	9%	9%	5%	3%
I am actively considering returing to classroom teaching	2%	NA	2%	NA
I am considering leaving education for a different career	3%	4%	1%	3%
I am considering retirement in the next 3 to 5 years	13%	11%	6%	4%
Other view of school leadership for me (written responses)	3%	2%	3%	6%

NA = Not Asked in 2017; Percentages may not add up to 100% due to rounding

Included below are illustrative responses from three principals participating in the survey:

> While I agree with the premise and clarity of the 8 state criteria, it is an overwhelming task without additional administrative support in elementary schools. Given the current focus on school safety and student needs, the balancing act is tremendously stressful. I have thought about leaving education after 20 successful and passionate years as a teacher and administrator for a better work-life-health balance.

> It is not just TPEP that makes being a building principal challenging, TPEP and focusing on improving instruction alone is fantastic, but when you add discipline, attendance, high-stakes testing, school safety, along with the many other duties principals are required to do it truly stretches one's capacity to do this job proficiently. I am in my sixth year as a building principal and have recently started questioning my longevity in this particular area of administration.

> I don't feel good about the quality of my work and the number of hours I spend (especially weekends) so I'm leaving at the end of this year.

Here as elsewhere, principals voiced concerns regarding their overall workload, additional responsibilities, and worries about hours spent on the job. However, survey results indicate that most still viewed school leadership as a good career option for now.

Implications for Sustainability for Principals

TPEP's ambitious evaluation process has caused some to wonder about long-term prospects for sustainability, particularly for principals who bear the brunt of the work. In this section, we discuss principals' concerns regarding competition for resources, especially in light of changes

in funding under the McCleary decision, and structural supports necessary to mitigate the impact on the overall workload for long-term sustainability.

Competition for resources

There are two ways in which principals and assistant principals spoke about the competition for resources that impact the sustainability of TPEP. First, principals described the need for adequate staffing to support their overall workload, whether through an assistant principal, a dean of students or other staff to support school activities. Second, school leaders discussed how recent negotiations over collective bargaining agreements with teachers' associations since the McCleary decision have, in some cases, diminished time for professional development to support teacher collaboration and other aspects of the TPEP process. A principal participating in the survey wrote about the need for additional administrative support:

> This is the long awaited evaluation system I have craved in my administrative career. It is very fulfilling to have reached this monumental level of achievement when it comes to evaluation practices. However, the support needed to carry out this vital endeavor has been lacking. I need administrative support to keep the work meaningful and manageable. Despite decades of success as a highly effective educator, the current demands and expectations are unrealistic and lead to frequent imbalance and discouragement.

A solo principal in an elementary school described the disparities in opportunities for professional development for staff, which is an important component of TPEP:

> I also believe [the legislature] needs to take more ownership and say we're going to have professional development be required and not have it be where each CBA [collective bargaining agreement] for every single district is going to be fought over, because what no one ever talks about is the inequity of professional development across the systems. If I live right over here, five miles down the road, the teacher of my child is going to get all of this professional development, but if I live five miles in another direction, they get none? Parents don't know that, but that's what's happening and that's not okay.

These two examples illustrate how competition for scarce resources can diminish the effectiveness of school leaders, and potentially create inequities among schools. Related to competition for key resources is also the need for structural supports to sustain the overall workload of the principal.

Integrated structural supports to mitigate the overall workload

School leaders highlighted the need for integrated structures and supports that make the job of the principal manageable and meaningful, particularly time. A solo principal in an elementary school explained how TPEP is part of the whole package of things which make up the work of the school leader:

> I can't look at TPEP unto itself or this process. I think there's so many wonderful things about this process. I would be very sad if any of this ever went away, because I think it really is pushing us to be better at our practice, and it is influencing school improvement and what we do for kids. But I wonder sometimes when I – There's a milieu of issues that we deal with every single week and every single year that are coming from the

state. Whether it's law around discipline or truancy or suicide prevention we're doing next week. There are so many topics that are important. I believe in them. They're valuable, but I wonder about somebody's ability to see all those things and how those things live with what we're doing as instructional leaders, because we know, again, that's our work. We know that's important, and we know we need to be smart about bringing those things together. They don't live separately, but I think that's the challenge.

A solo principal in another school describes these stresses in terms of time and system-wide supports, which when not in place, can result in a costly personal sacrifice on the part of principals:

> I don't know how much longer principals are going to be effective at their jobs without having tools of time… intentional supports from the legislature all the way through to the classroom and back up again. I don't think that's actually the case now but I wish it were. I don't know how much longer principals are going to be able to be effective with the structures that we have and those pieces that are in play. My fear is that when a principal is not effective because of a structural issues, they either are going to do in my mind a couple things: quit, not do healthy behaviors, and take it all and just put it on their shoulders. And I've seen plenty of principals do that. Take it home like I was and just do it at home, or sacrifice other parts of their lives, including their family, including their friends including everything else that makes a person a whole person. Or they're just going to fail. You can succeed, but I think in order to that well you have to be really, really skilled at creating all these systems in spite of all the hurdles.

A principal responding to the survey described the increasing and varied demands, some of which are unrelated to instructional improvement, and the issue of personal sustainability with the workload:

> This is not really related to TPEP, but the demands on principals increase every year and this is actually the first year I've had thoughts about whether or not I can sustain this pace much longer. There are so many things sent our way that suck up time that are not on the list of things that a "learning leader" should be spending time on. Most of them are from our central office… compliance things, etc. I know what I should be spending time on to increase student learning, improve climate/culture, and utilizing the skills I have to help us become a great school. It's frustrating and deflating when days or weeks go by and I'm not spending time on those areas. TPEP is actually a bright spot in my workload... I love the collaborative conversations with my teachers and the process that is helping them improve instruction.

These examples point to the complexity of the job and the need for supports to make the work personally sustainable for principals within the larger system. Principals also spoke to other areas that they believe could be addressed to improve sustainability. In the next section we hear from school leaders on the strategies they have found to help them manage the workload and work effectively with teachers.

Key Findings Regarding State Level Policies, Supports and Sustainability

- The majority of school leaders agree that the change in administrative code allowing scores from the comprehensive evaluation to carry over to the focused evaluation prompted teachers to stretch themselves professionally. However, most school leaders did not believe that this change resulted in a reduction in the workload.

- About three quarters of school leaders agree that teachers who receive a 3 on their comprehensive evaluation should have the opportunity to earn a score of 4 on subsequent focused evaluations.

- The majority of principals and assistant principals believe that school leadership is a good career choice, at least for now. A smaller proportion of principals (13%) and assistant principals (6%) state that they are considering retirement in the next three to five years. For approximately 30% of the principal workforce TPEP has made them considering leaving their position as a school leader, and that percentage hasn't changed much in the last few years.

- School leaders view adequate staffing and time for professional development as critical for the sustainability of TPEP. This includes addressing the unequal distribution of assistant principals and other support staff, and tackling the impact of changes since the McCleary decision that have resulted in diminished time for professional development to support teacher collaboration and other aspects of the evaluation process.

Suggestions from the Field: Principals and Assistant Principals' Share Their Strategies

One of the primary purposes of this report is to provide practical examples of strategies that school leaders can use to navigate the workload under TPEP and to productively engage with staff throughout the evaluation process. As part of this study, principals and assistant principals provided a wealth of ideas regarding the strategies they use as instructional leaders to meet the obligations of the evaluation, while simultaneously negotiating other aspects of their jobs. In this section, we summarize and highlight their suggestions as voices from the field.

Navigating the Workload

Through the survey and case studies, principals and assistant principals shared many ideas for how they navigate their workload. An open-ended item on our survey asked school leaders to describe the strategies they have used to manage their workload during the 2017-18 school year. The majority of principals (79%) and assistant principals (73%) took the time to provide written descriptions of their strategies. Responses to this item were then organized by conceptual categories. The single most common response from both principals and assistant principals was that they delegate some responsibilities to others, with 40% of principals and 32% of assistant principals mentioning this strategy. Other categories of responses include: working longer hours, using calendars to plan and spread work out over the year, using technological tools to manage data, collaborating, scheduling, prioritizing, and implementing programs to reduce student discipline issues. Data from our case studies also provide

supporting evidence of these types of work management strategies. Illustrative examples of each of these strategies are provided below.

Delegating responsibilities

School leaders varied in their responses regarding the types of individuals they rely on to assist with their responsibilities. While many principals mentioned assistant principals, other school leaders described the importance of their relationships with deans of students, administrative interns, counselors, teacher leaders, and clerical staff in sharing the workload. Some principals described the recent arrival of an assistant principal or other staffing support, which corroborates our earlier analysis of increasing numbers assistant principals statewide. For example, one principal said, "This is our first year to have a full-time assistant principal. He has assumed 40% of the supervision/evaluation responsibility."

Another principal worried about managing the workload when a key support will not be present next year. The principal explained, "This year I had an administrative intern who is also my full-time student support facilitator (like a dean of students). Because of that, I've been able to delegate more tasks. I am not sure how I will do this next year with over 500 students." Yet another principal discussed the involvement of teacher leaders, "Now in my third year, we have started to use more teacher leaders to facilitate some of the work around PBIS [Positive Behavioral Interventions and Supports], equity and social justice, assessment and instruction." An assistant principal wrote, "Our TPEP teacher leader has been really helpful in hosting informational sessions with teachers." These examples show the fluid nature of how school leaders adapt and make adjustments to share work with colleagues.

Assistant principals described how having someone in the position of dean of students has helped them in important ways. One assistant principal said, "We now have a dean of students at our elementary school of over 800 students. It was absolutely necessary to continue to be able to do my job as assistant principal." Another assistant principal wrote, "We have a dean [of students] this year allowing more time for me to focus on instructional leadership."

Working longer hours

School leaders struggle to meet the many expectations of their job during the regular workday, and consequently, extend the hours they work into evenings and weekends. One principal explains, "Continually I multitask throughout the day and work before/after school and on the weekends - there is just no other way to get things done. Almost all observation notes and evaluations are done off-school hours: post-observation conferences and observations are the only aspect of TPEP that actually gets accomplished during the school day. When I'm down to the wire, I have to take a "sick" day to catch up on paperwork, but I'm always, always behind." Another principal said, "I put in 65 hours a week. My assistant principals are in the same boat as we struggle to balance management like supervision and completing the observation cycles as intended."

Some school leaders expressed the view that the longer hours are just part of the job. For example, one principal stated, "Workload is crazy, no way to accomplish what I need to do as a High School AP during the school day. Much time is spent after hours and at home. It's part of the job I love. It's exhausting, but needed." Another assistant principal noted, "I end up spending evenings and weekends writing up observations and evaluations because I simply cannot get it done at work. At work there are too many interruptions and no concentrated time to get it done."

Others describe how they are working on finding ways to strike a balance. One principal stated, "I am still learning what I need to do to balance a larger workload. I work very long days but take weekends off."

Using technological tools to manage data

Survey respondents and school leaders in our case studies described a variety of technological tools that they have incorporated into their work on teacher evaluation, including the need to manage data generated by the process. Tools that were frequently mentioned as useful in managing the workload included Google docs, One Note, eVAL, iObservation, Homeroom and Dragon. These tools can be used for a variety of purposes, which include developing spreadsheets, communicating with teachers, assisting with the coding of observations, and organization of all the data that is generated in the evaluation process. In a district that has used eVAL for several years, an assistant elementary principal found it to be timesaver:

> I think the biggest strategy as far as efficiency goes is just using eVAL, and then talking through the eVAL whenever we see that there's an issue… I really feel eVAL takes a lot off our plate with the scripting and coding because we've held really tight with that. With scripting, coding, noticings, wonderings, feedback, targeted observations, and I feel like that's really been beneficial for us and our teachers because it provides a level of consistency. No one's guessing about what we're doing. We're locked in when it comes to that. I think the biggest strategy is keeping that consistency and using eVAL.

An experienced high school principal described how TPEP has enabled her to give much more critical feedback to teachers and how this is facilitated through the use technological tools:

> I'm a lot better at knowing what the document is asking for and seeing it in a classroom, what that looks like. And really what it is, is using the tools that iObservation already has for you. It's got reflective questions. It's got videos. It's got all these things, so I can just cut and paste the questions, put them in their evaluations, say, 'Here's some things I need you to think about.'…. I love that I can give my feedback and send it right back to the teacher right away. So they get it immediately. And they look at it immediately. It's really funny. I don't know if I would've done that as a teacher, but they do… But really, we have way more authentic conversations than I've ever had in evaluation, ever.

In another case study district, a principal offered the following suggestion for how technological tools might be improved, "I'd love to see the [electronic] tool become more streamlined. I'd love to imagine partnering it up with Surface or some company or iPad so that there could be a Stylus tool that allows for scribing and integration of tool buttons, without just a PDF. I think it needs to move more into that if I could make a suggestion. For principals ready for that." A principal in an elementary case study school explains how he leverages the district's data system to inform the focus of his instructional cycle within the school and address learning gaps:

> Yeah, so we use Homeroom, which is a data system. That has increasingly become a bigger part of the work. [The district] has been slow to get there, but I think we're finally up and running where we use that as a way to drive some of our work… My focus for my [instructional] cycle is around third grade. I'm looking at, I want to do a few different things, one looking at the whole grade and ways that I can support them as part of my cycle. I'm going to look at one or two specific classrooms and see how I can support

those teachers and moving their work forward, and then I'm going to look at low-income versus non low-income kids, especially within sub-groups that are not reaching standard to try to think about how we can close that gap."

These illustrations show a variety of ways that principals are using technology to support the evaluation process, not just for coding, scripting and scoring the rubrics, but also communicating with teachers, sharing tools, and using data to inform their work as an instructional leader.

Collaborating

As described earlier, collaboration is an important element of successful TPEP implementation. In both the case studies and surveys, there were many examples of how school leaders collaborate with colleagues in their buildings to plan, develop goals, and coordinate efforts. A suburban high school principal discussed the importance of collaborating with her three assistant principals to align their beliefs and practices about good teaching:

> We have to be aligned in what we believe is good, solid instructional practices in the classroom… We read a lot, and we share articles. We have to collaborate on our own understanding, and our thinking and belief about teachers and students. And, if we're aligned in our belief, and our thinking about teachers, then it doesn't matter who they have as their evaluator. They're getting the same messages. And, I think that's the beauty of our team, is that, we all have a belief in a high [level of] teaching with high support. And, we'll do it together. So, we're not afraid to dig in and lead conversations with teachers.

Another principal described how collaboration with administrators, teacher leaders, and clerical staff is structured at the school:

> Regular meetings with my AP, and additional meetings with my dean and administrative assistant. When the instructional coach is in the building, we meet and discuss supports she is providing based on teacher input as well as my suggestions based on observations. Team leader meetings are also once a month, and here we are able to discuss issues and proactively plan.

Others mentioned how supporting teacher collaboration for TPEP-related activities can lead to a more manageable workload. A principal explained working with PLCs, "I determine areas of focus with PLC teams versus individual teachers. Provide time during staff meetings for teams to plan and work on areas of focus and growth goals." Others shared how grouping teachers by grade level or subject matter expertise had encouraged collaboration on some aspects of the evaluation process.

Scheduling and calendars

Many school leaders are using advance schedules and calendars to help ensure that evaluation tasks and other key responsibilities are accomplished on time and in a manageable way. A principal explained, "In my master schedule, all building PD and evaluation dates are scheduled. In addition, I schedule 3 sessions of 1:1 check-in meetings with certs [certificated teachers]. We check on growth goals, improvement and personal PD goals. All goals are aligned to building goals." Others describe how they aim to schedule a variety evaluation activities in close proximity. A principal described the strategy, "I have improved scheduling of observations and try to provide feedback as soon as possible after the observation. I start observations the

second week of school and continuously observe staff to accomplish the workload. I block out 1.5 hours and remain in the classroom to script and code. This helps ensure that I complete much of the work in one setting." An elementary case study site principal described the importance of scheduling coding tasks soon after an observation:

> Then of course, not letting your coding get in the way of things that come at you in the day, which means you just come early and do your coding. Get here an hour and a half before school and you've got two observations to code, and you just code it, and it makes your life so much easier during the school day if you know you don't have that hanging over your head. For me personally, and other administrators might be different, if I don't code it within 24 hours... Because scripting is great, but you remember the whole nuances that can't be put down necessarily on paper. You might want to add that little note in there, whatever. If I don't do that within 24 hours, it's worthless for me to try to code.

A teacher in an elementary case study school explains how her principal manages the workload:

> [He] is really disciplined about scheduling things. I know when all of my observations are by the third week of school, probably because he sends out invites to every single teacher in the beginning of the year and gets them on the calendar. And mine's not until December and I've known about it for a month and a half. He's just really great about staying organized … regardless of how carefully you spread it all out, when you're evaluating 25 people or however many… Then I feel like, wow, you're tired no matter what. And he doesn't have an assistant principal.

School leaders also described the importance of spreading the work out across the school year. An assistant principal described how she was, "putting everything into my calendar. Spreading out my evaluations throughout the whole cycle so that I only have about 3 per week." Others describe how they started early with producing the data they need for the final evaluation. One principal said, "I add bits of notes to the final evaluation throughout the year instead of writing everything in the final month." Calendaring and advance scheduling of TPEP-related activities throughout the school year was an essential strategy for some principals and assistant principals.

Prioritizing

In addition to schedules and calendars, school leaders also articulated the need to prioritize their tasks so that they focus on the essentials. One principal shared that the goal was "setting boundaries with my time and prioritizing based on student needs." Other principals discussed the importance of focusing more attention on teachers with the greatest needs. For example, one principal said, "I prioritize evaluations and provide more time, attention, and feedback to those teachers." School leaders recognized that prioritizing involves trade-offs and that they need to be clear about what the priorities are and why some activities have less emphasis. A principal said, "I say 'no' to anything that does not fit with our mission and goals." Another principal stated, "I've had to reprioritize, which means I have had to let some things go," and an assistant principal said, "I prioritize and communicate with my principal about where I am in my projects and what they prefer I focus on. Clearly articulating what I will not be able to do." Another assistant principal stated his approach in this way, "I've allowed myself to not participate in all opportunities that come my way. Between the principal and I, we divide up the

workload for evaluations and support each other with difficult conversations or calibrate how to code and rate observations."

Prioritizing isn't always easy. A dean of students with administrative credentials in a large urban high school who shares responsibilities for TPEP explains:

> Basically, I have to do this where I shut my door and I turn off my radio [walkie talkie], and I work through [it]. So you know, I'll make meetings with teachers, and again, and just have to tune out whatever might be going on outside so that I can focus on teachers. Because it is important. You know, I do value being able to build relationships with the teachers, and having them come down, and having a good conversation. That's a part of TPEP that I like, is being able to build that relationship, and talk about teaching strategies, and what's going on in their classes. You know, getting them to voice what they want help on, and how we can kind of meet those needs. So I really like it, but I really have to work hard to schedule the meetings."

Prioritization can be particularly difficult for solo principals. One principal in a small school explained, "Management of workload for small-school administrators is largely a process of triage. We wear far more hats than administrators in large districts, and therefore can be pulled away from planned tasks multiple times in a day. In the end, I have to triage the tasks that need doing, and put the highest priority tasks first."

Reducing student discipline issues

As discussed in prior sections of this report, many school leaders noted how in recent years, time spent on issues of student discipline has increased. Some school leaders described how implementing programs that can reduce student discipline concerns have multiple benefits, including time for other school priorities. One principal explained, "We have evaluated and redesigned the organization of student behavior management protocols to build in consistency and progressive discipline steps," and explained how the implementation of these systems had helped reduce the workload. Other school leaders mentioned programs such as PBIS and restorative justice practices as examples of efforts put in place in the school to proactively address student discipline. An assistant principal remarked, "When discipline is in check, I'm able to be much more of an instructional leader."

Productively Engaging with Teachers

Survey respondents and school leaders in our case studies described a number of strategies they found useful in supporting meaningful engagement with teachers on their evaluations. These strategies included having clear and realistic expectations, leveraging the power of specific and authentic feedback, working with teachers collaboratively in groups rather than individually, and focusing attention on growth. Examples of these strategies are provided next.

Clear and realistic expectations

In our case study work, several teachers described how school leaders provided clear guidance around the evaluation process. An experienced fourth grade teacher described how the process has become easier even though she's on a comprehensive evaluation this year:

I was a comprehensive evaluation this year, and so we know right away when we come back to school that very first day. We all know who are evaluator is, what kind of evaluation it is. It's not a surprise…I knew that I would have [the principal], because I had [the assistant principal] the year before and they switch off every year. [The principal] schedules meetings about once a month for people that are comprehensive, but just to kind of go through the process of setting our student goals, our growth goals, and all those things… Just making sure that we're all on track, what the expectations are, so then when it comes to April or March or February when you have all your data, it's not like, "Oh my gosh!" I just feel like it's chunked out, just nice, not overwhelming.

A solo principal in a district of around 3,000 described how she gives teachers some voice and flexibility around scheduling some of their observations: "I found it was hard to get teachers to commit to an observation date. They'd put it off for good reasons, but it's like, 'Oh,' so I found I give them a week. I say, 'Within,' and I calendar it out, 'Within this week I need to do your first observation, let me know a good date and time within this week.' We have that all laid out, and that seems to be a nice flexible mix of they have some option in terms of what lesson I'd see. I prevent people from putting it off."

A teacher described how helpful it was to have a skilled principal who could explain the evaluation: "[The principal] pulls back the curtain and shows you everything. He gives you the spreadsheet as soon as you had your first evaluation, he shows you where all of your marks are, he shows you all the places where you excelled and where you did not, and where he doesn't have evidence."

Survey respondents also described how TPEP's framework and rubrics can be used to focus their efforts. A principal wrote, "The use of a rubric for evaluating teachers has allowed principals to have specific conversations with teachers in how to improve their teaching practice and student learning. Although it is a lot of work for the administrator, it is necessary in helping teachers continually improve their craft." Another strategy used by several school leaders in our case studies was the practice of "chunking out the work," that is, finding ways to engage with teachers in smaller pieces that add up over time. One principal describes his strategy as follows:

A lot of people come in the door with comprehensive of, "Oh my gosh, I'm not going to be able to do this." What I try to say to them is we're going to climb the mountain. We're just going to take small steps along the way. I'm going to help you. This is based on trust. I'm going to help you chunk some of this as we go through so that we can get to where we need to go and try to maintain this idea that this is about commitment, not compliance.

The school leader's role in clarifying expectations, using the framework and rubrics to focus conversations, and addressing the work in smaller, more manageable pieces can reduce staff anxiety and enable them to engage more easily in the process.

The power of feedback focused on growth

School leaders discussed the importance of providing specific feedback, and how it can enable a targeted conversation on growth. An example of the impact of authentic feedback is found in the comments of an experienced third grade teacher who described being evaluated by a new principal who gave meaningful feedback:

In the past, oh I got a 3, oh I got a 4, yay. It made me more insecure because I just knew it was superficial I just knew it wasn't meaningful. I just knew that I don't even have a clue what that means… Whereas with [this new principal], I really do feel like I've been more self-evaluative, in terms of, 'Oh he's really seeing things, he's really recording, this is real time so to speak.' So he is able to narrow in and, 'Yeah you do need to work in this area.' Kind of sadly, it's my first real experience…. feeling like I'm truly being assessed well as a teacher… so I'm appreciating that it's kind of a new feeling. I mean it's my 22nd year of teaching where I feel I'm getting some real feedback… which is all good, it's all part of the growth process.

Another teacher described how the feedback provided both reinforcement of effective practices, and also pinpointed areas for improvement. She said, "I think that TPEP guarantees that you'll be both challenged and affirmed and if you're not, somebody got it wrong. And I think that's good. It's great to get that spreadsheet and be able to look across. I don't really love those zero evidence ones but I love the ones where I hit it high and then think 'Okay. Well now I know what I need to do.'"

An elementary principal shared how she deliberately completes the evaluation process earlier than required by the district. That way, if she hasn't seen things, the teachers have an opportunity to continue their instruction, she can observe, and they can discuss it again. She added, "We try to wrap up student growth goal data by the end of March… for us [this] is a conference time, that's when you're going to wrap your data. And people are like, 'But, but.' I said, 'No, because if you don't have enough growth showing on some kids, then you can go back and do more teaching, and you have another month or two to see where they are.'"

Another principal described his efforts to engage with teachers regularly throughout the year:

One of the things that I try to do with people is to – I have gotten better at being brave and courageous and putting it out there to people, and then being open to hearing what they're saying and trying to stay open. One of the things that I try to do is that I talk to them throughout the year. We do TPEP check-ins with people in the fall… and I do it again in the winter. These are half-hour sessions with people. We do a roaming sub, they come in, they meet with us. "How is your cycle going or whatever process you're using?"

These strategies suggest that authentic feedback and communication throughout the year can keep the evaluation process moving forward, while allowing teachers opportunities to continue to address their instructional practice.

Working with teachers collaboratively

As previously described, school leaders often structure opportunities for teachers to collaborate on their areas of focus and their student growth goals. This can be in the form of PLCs, staff meetings, peer observations, and in other collaborative settings. Some school leaders have encouraged teachers to see each other's work through peer observations or sessions where they "dare to share" practices with one another and engage in informal collaboration.

An elementary special education teacher described how the principal set aside time in staff meetings for collaborative groups based on the area of focus in their evaluation: "This year I'm

doing learning environments, so I sat down at Wednesday's staff meeting with other people who are working on this. So it's not necessarily my same PLC, it's my other focus group. So yes, we're working in collaboration, we had some ideas for accountability."

A middle school principal described his ideal way of working with teachers, a scenario that was possible several years ago in another school when he had resources available to do the work: "We would practice reflecting on our instruction in different ways. I would visit classrooms with my teachers, we'd watch video, we would have some really good discussions around what kinds of strategies impact that high level teaching, and we'd do more self-reflection around it. Trying to get teachers to feel comfortable enough to assess each other. I'd love to get to that point where you could go in, have those kinds of discussions."

A middle school assistant principal described the collaborative work taking place within the science department of her school and how it has enabled teachers help each other and grow together over time:

> They're very collaborative, and, in fact, they often try to work to where they have the same area of focus and they collaborate on their student growth goals, and they do a lot of their lesson and team planning together, and so they'll be working with each other to try to support a common area of focus, which is actually, I found, pretty awesome for them… Teachers are coming up with some pretty impressive goals that they're working towards, trying to get kids in science, trying to get kids to move up from a two to say a three, and what are the supports they have, getting them to grow even to a four. And because they're working together, they're really able to bite off almost sometimes more than you could chew, because you're doing it as a team and taking it on together.

This kind of collaborative work demonstrates the power of collective engagement to support both individuals and groups in reaching high level teaching practices which in turn can support student learning.

In this section, we discussed strategies that principals use to navigate the workload, and productively engage with teachers through the evaluation process. In the final section of the report, we draw conclusions regarding the key findings from the study, and present our ideas about the essential elements for principals' productive engagement in teacher evaluation.

Key Findings Regarding Suggestions from the Field

- School leaders identify the ability to effectively delegate responsibilities as the most important strategy for navigating their workload. Delegating responsibilities may involve sharing the work with the school leadership team, an assistant principal, dean of students, administrative intern, instructional coach, teacher leaders, clerical staff and others.

- Other strategies that school leaders employ to manage the workload include longer hours, use of technological tools, proactively plan and spread work out over the year, collaborate, prioritize, and implement programs to reduce student discipline issues.

- In order to productively engage with teachers, school leaders set clear and realistic expectations, provide specific feedback focused on growth, and develop collaborative arrangements and opportunities for teachers to work on their areas of focus and their student growth goals.

Conclusions and Implications

School leadership is of critical importance in supporting teacher evaluation. Skillful integration of TPEP within a school has the potential to support teachers' professional growth and sustain a focus on student learning, but it hinges on the ability of school leaders to engage staff and create coherence among competing demands. A central concern of this study was how school leaders can be supported to grow professionally and find strategies to increase their leadership capacity so that the evaluation process can be both meaningful and manageable.

This study highlights how school leaders seek to negotiate the evaluation process in the midst of competing demands on their time. The sheer number of evaluations to be conducted annually – a median of 31 total evaluations for both certificated and classified staff – can be mind-numbing when considering all the other responsibilities of a school leader. Yet the teacher evaluation process provides an opportunity for principals and assistant principals to focus on the important work of instructional leadership. Most principals see the primary focus of the evaluation as supporting the professional growth of teachers. However, this work can be especially challenging for principals who are the sole evaluator in their school, which includes about half of the elementary principals in the state.

School leaders' capacity to support the professional growth of teachers is informed by a deep knowledge of the instructional frameworks and an ability to leverage structures and activities within the building such as walk-throughs, peer observations and professional learning communities to productively engage with teachers and facilitate the evaluation process.

Adequate staffing and availability of school resources are key to meaningfully managing the evaluation. There has been a substantial increase in the FTE of assistant principals (39%) statewide, particularly at the elementary level. This corresponds with increasing demands on principals' time for TPEP and other programs. Increases in administrative support, particularly assistant principals, but also deans of students and other staff have been welcomed by most principals to help manage evaluation-related activities and other responsibilities. Additionally, effective school leadership teams have proved to be a critical support for a variety of

instructional activities including TPEP. However, for the 30% of school leaders who do not receive adequate supports to work with teachers on TPEP-related activities, these principals and assistant principals also express dissatisfaction with their ability to address other aspects of their leadership responsibilities.

Districts can build capacity for a productive evaluation system by supporting the professional growth of school leaders, adequate staffing and through streamlining the process and aligning the evaluation with other goals and initiatives. The state has sought to improve the evaluation process though recent changes in policy, particularly regarding scoring. While most school leaders support these changes, they haven't necessarily reduced the evaluation workload.

As part of the analysis for this study, we sought to determine the essential elements that enable school leaders to productively engage in teacher evaluation. We discuss these elements in the next section, and also review circumstances that warrant specific attention, including the case of the solo principal and the assistant principal. We conclude with a discussion of issues regarding equitable access to resources and the long-term sustainability of the evaluation system.

Essential Elements

While the contexts and conditions under which TPEP is implemented may vary considerably, we discovered some essential elements that influence the extent to which school leaders can productively engage in the evaluation process. These elements include leveraging the capacity of school leadership teams, opportunities for professional growth and collaboration with other school leaders, the integration and alignment of initiatives within the school and district, efforts to streamline the process, and adequate staffing to support the work. Figure 1 displays these elements.

Figure 2: Essential Elements for Productive Engagement in Teacher Evaluation

Leveraging the capacity of school leadership teams

When school principals engage with others in their buildings to create and sustain a leadership team that is committed to continual improvement, and they are able to share responsibilities and expertise, the workload of the principal becomes more manageable and engagement with TPEP is more productive. Often assistant principals are key players, but there are a host of other staff, including deans, counselors, teacher leaders, clerical staff, and district leaders who may assume a variety of responsibilities for leadership and provide support. Principals who are skillful at building trust and leveraging the specific skills of others report being able to focus more attention on issues of instructional leadership.

Professional growth and collaboration with other school leaders

School leaders need and want time and opportunities for professional growth. In particular, they would welcome opportunities to hone their skills on rater reliability, conducting observations, and time to work on their own evaluations. Those opportunities are sometimes possible when they can engage with the school leadership team and collaborate with others in the building. In addition to school-based collaboration, some districts provide opportunities for school leaders to engage and share ideas across schools and districts. While some support is available, most school leaders feel that there is a lack of time and attention for their own evaluations. The majority of school leaders identify collaboration with other school leaders to be useful for their own professional growth, while at the same time improving their abilities to meet the requirements of TPEP.

Integration and alignment of initiatives

When school leaders choose to see TPEP as a means for advancing the instructional priorities of the school, they view its implementation more positively and appear to be less frustrated with their leadership work. Sometimes how TPEP is perceived by school leaders is influenced by the approach the district has taken to the work, with some districts embracing TPEP as a growth model whose primary purpose is to support instructional improvement. This type of orientation can help create coherence for school leaders in how they approach their responsibilities. This can happen when school leaders are able to engage in conversations with school staff and make specific connections between the evaluation process and other school and district priorities. These school and district efforts can reduce the likelihood of viewing TPEP as a "hoop to jump through" instead of a strategy for supporting instructional improvement. That said, school leaders cite how an increase in other responsibilities, particularly with respect to student discipline, can present challenges to alignment and integration goals.

Streamlining the process

School and district leaders often seek ways to create a predictable and reasonable workflow for the evaluation process. At the district level, changes are sometimes made to requirements of the process, including reducing the number of required classroom observations and focusing on key priorities, so that school leaders can better manage the workload. Some school leaders aim to create more clarity and predictability for the process, often scheduling elements of the TPEP process far in advance and managing time so that scheduled commitments can be met, even amidst tightly packed calendars and unpredictable demands on leaders' time. Many also delegate some responsibilities to their school leadership team to help support the overall work of the school.

Sufficient staffing

Adequate staffing is arguably the most critical of all the factors that influence productive engagement in TPEP. The workload for principals is daunting, and the lack of time to effectively interact with teachers and support their needs is cited as a major concern. The capacity of principals to create effective school leadership teams is influenced by the practical matter of the amount of staffing available at the school, whether it be additional administrators or other support staff. Principals report that having additional administrative staffing is the most useful support with respect to TPEP implementation. Evidence suggests that districts have responded to this need given the dramatic rise in the number of assistant principals, especially in elementary schools. This rise in the number of assistant principals prompts the question of how those new to the duties of teacher evaluation can be supported. A lack of adequate staffing and supports is especially evident in two cases: the case of the solo principal and the case of the assistant principal.

The Case of the Solo Principal

The majority of schools in the state have more than one evaluator, and not surprisingly, the size of a school is an important determinant of whether or not a school has an assistant principal. Thus, principals in smaller, and typically elementary schools are often faced with the task of being the only individual charged with the responsibility for teacher evaluations, along with all other administrative duties. Solo principals usually have more evaluations to conduct, and frequently lack adequate support for ensuring that teacher evaluations receive the requisite attention and care. Solo principals also have fewer opportunities to collaborate with peers and engage in professional learning that can support their capacity to do the job. As a result, solo principals are more likely to report that they need additional professional development related to TPEP.

The Case of the Assistant Principal

Similar to solo principals, assistant principals also often expressed concerns about the lack of opportunities to collaborate and engage in their own professional learning with their peers. In particular, assistant principals may not be given adequate time to work on issues of rater reliability and share strategies for effectively engaging with teachers. The lack of support is of concern given the increase in the number of assistant principals who are new to the role and may be more likely to need support in the early years of their administrative career.

Equity of Access

Throughout this report, we detailed examples of variation in the level of staffing support and the availability of other key resources necessary for successful TPEP implementation. One major concern is in the inequitable distribution of assistant principals. Approximately half of elementary schools with student enrollments of 400-499 have an assistant principal, while the other half are staffed with solo principals. We found a potential relationship between district wealth and administrative staffing in these schools, and other evidence of workload inequities for solo principals. The issue of equitable access to supports is also present for some assistant

principals, particularly with respect to availability of professional development. Additionally, concerns are mounting with respect to the reduction of the amount of time available for teacher collaboration, which is partly attributable to changes in the school funding system.

Another noteworthy equity issue is the concern that while TPEP is generally perceived as useful and has a positive impact on the quality of instruction, the evaluation process does not seem to have the same impact on teachers' capacity to meet the instructional needs of students from diverse cultural backgrounds. While this has been a focus in the state's recent framework trainings, this area may require greater intentionality on the part of school leaders in working with teachers to develop appropriate instructional practices to address the needs of diverse student learners.

Sustainability

A number of factors are influencing the long-term sustainability of TPEP with respect to the principals' responsibilities. These include the rise in student discipline issues and expectations, the number of initiatives, programs, and other administrative duties of school leaders, and the lack of time to invest in instructional leadership with their teachers and engage in professional learning for themselves. The sheer workload of many school leaders impacts their perspectives on how useful TPEP is and their views of the likelihood that they will continue in their role as a school leader. This implies that adequate and equitable staffing resources are needed. Recent changes in administrative code sought to further advance a growth orientation but do not appear to reduce workload. Overall, principals appreciate the focus on professional growth that is intended by the evaluation process, but they also worry that without adequate resources and a sustained commitment to a growth perspective, the process will become less meaningful and more compliance-oriented.

In summary, the educator evaluation system in Washington state represents an ambitious statewide endeavor that requires significant investments of time and human resources in order to accomplish its goals. It is possible for TPEP to address the dual purposes of instructional improvement and accountability in a rigorous and sustainable way. However, continual attention must be paid to the supports and working conditions that are essential to make the promise of this initiative a reality in every school and for every educator.

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Appendices

Appendix A: Characteristics of Washington Principal Workforce

Appendix B: Characteristics of the Washington Assistant Principal Workforce

Appendix C: Principals by School Building

Appendix D: Students per Principal and Assistant Principal Full Table

Appendix A: Characteristics of Washington Principal Workforce																								
	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second
	2010/11			2011/12			2012/13			2013/14			2014/15			2015/16			2016/17			2017/18		
# Principals (Headcount)	1870	1167	754	1907	1207	765	1871	1182	729	1892	1196	752	1930	1210	778	1928	1206	781	1958	1236	792	1983	1222	761
FTE Principals	1767.55	1093.2	674.35	1774.9	1110.42	664.48	1799.57	1122.98	676.59	1824.04	1132.65	691.39	1861.91	1143.22	718.69	1840.34	1095.34	725.93	1896.35	1167.97	728.38	1914	1173	741
Principal Gender																								
Female	48.4%	56.0%	36.3%	48.3%	56.3%	35.6%	49.4%	57.7%	35.5%	49.7%	57.3%	36.4%	48.9%	56.7%	35.7%	49.8%	57.0%	37.5%	50.2%	57.6%	37.4%	50.8%	58.3%	38.8%
Male	51.6%	44.0%	63.7%	51.7%	43.7%	64.4%	50.6%	42.3%	64.5%	50.3%	42.7%	63.6%	51.1%	43.3%	64.3%	50.2%	43.0%	62.5%	49.8%	42.4%	62.6%	49.2%	41.7%	61.2%
Education																								
Bachelor	1.7%	1.5%	1.7%	1.7%	1.7%	1.8%	1.8%	1.9%	1.5%	2.2%	2.3%	1.7%	2.4%	2.4%	2.4%	3.0%	2.9%	2.8%	3.2%	3.1%	3.3%	3.5%	3.3%	3.8%
Master	94.7%	94.7%	95.1%	95.1%	95.1%	95.3%	94.3%	94.2%	94.7%	93.6%	93.0%	94.5%	93.3%	92.8%	94.1%	92.9%	92.5%	93.9%	92.7%	92.2%	93.7%	91.9%	91.7%	92.2%
Doctorate	3.5%	3.8%	2.9%	3.0%	3.1%	2.6%	3.8%	3.9%	3.7%	4.2%	4.7%	3.6%	4.2%	4.8%	3.2%	3.7%	4.1%	3.1%	3.5%	3.9%	2.8%	3.6%	3.6%	3.5%
Other	0.2%	0.1%	0.3%	0.2%	0.1%	0.3%	0.1%	0.0%	0.1%	0.1%	0.0%	0.1%	0.1%	0.0%	0.1%	0.2%	0.2%	0.0%	0.3%	0.2%	0.3%	0.5%	0.5%	0.4%
Unidentified	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.1%	0.2%	0.2%	0.3%	0.4%	0.6%	0	0.6%	0.9%	0
Principal Age (in given year)																								
20-30	0.2%	0.3%	0.0%	0.2%	0.2%	0.1%	0.1%	0.2%	0.0%	0.6%	0.3%	1.2%	0.4%	0.5%	0.4%	0.5%	0.6%	0.6%	0.7%	0.6%	0.8%	NA	NA	NA
31-40	22.3%	23.1%	20.8%	22.4%	22.4%	22.5%	20.0%	20.2%	19.8%	19.2%	19.9%	18.1%	18.7%	19.3%	17.6%	18.5%	19.7%	16.1%	18.7%	20.6%	15.3%	NA	NA	NA
41-50	33.2%	30.8%	36.9%	33.9%	32.4%	35.9%	37.1%	35.6%	39.6%	38.8%	37.1%	41.6%	40.7%	38.8%	43.2%	41.6%	40.2%	44.2%	42.7%	41.7%	45.1%	NA	NA	NA
51-60	35.9%	36.6%	34.7%	34.9%	35.7%	34.1%	33.0%	33.2%	32.8%	31.9%	32.3%	31.6%	31.3%	31.3%	31.5%	31.2%	30.8%	31.9%	30.0%	29.3%	31.2%	NA	NA	NA
61+	8.3%	9.2%	7.6%	8.5%	9.3%	7.3%	9.7%	10.7%	7.8%	9.5%	10.5%	7.7%	9.0%	10.1%	7.3%	8.1%	8.6%	7.2%	8.0%	7.8%	7.7%	NA	NA	NA
Principal Ethnicity																								
Asian*	2.2%	2.8%	1.3%	2.6%	3.4%	1.6%	2.7%	3.5%	1.5%	2.7%	3.4%	1.7%	2.7%	3.1%	2.2%	2.6%	3.0%	1.9%	2.1%	2.4%	1.5%	2.4%	2.6%	2.1%
Black/African American	3.3%	3.4%	2.9%	3.0%	2.9%	2.9%	3.0%	2.8%	3.3%	3.4%	3.5%	3.1%	2.9%	3.0%	2.6%	2.8%	2.7%	2.7%	2.7%	2.7%	2.5%	2.6%	2.6%	2.6%
Hispanic	2.8%	2.5%	3.1%	3.3%	3.4%	2.9%	3.0%	3.0%	3.0%	2.6%	2.9%	2.0%	3.4%	3.6%	2.7%	3.3%	3.6%	2.7%	3.3%	3.6%	2.5%	3.3%	3.0%	3.8%
Native American/ Alaskan Native	0.5%	0.5%	0.5%	0.6%	0.5%	0.7%	0.6%	0.6%	0.7%	0.7%	0.7%	0.7%	0.9%	1.0%	0.8%	0.7%	0.7%	0.8%	0.9%	0.6%	1.3%	0.8%	0.4%	1.3%
White (non-Hispanic)	89.6%	89.3%	90.5%	88.1%	87.1%	90.1%	88.3%	87.7%	89.4%	89.3%	88.3%	91.2%	89.0%	88.0%	91.0%	89.4%	88.6%	91.0%	89.6%	89.1%	91.2%	89.6%	90.1%	88.7%
More than one race	1.6%	1.5%	1.7%	2.5%	2.7%	2.0%	2.3%	2.5%	2.1%	1.3%	1.2%	1.3%	1.1%	1.3%	0.8%	1.2%	1.5%	0.9%	1.4%	1.6%	1.0%	1.3%	1.2%	1.4%
Principal Experience (as certificated educator)																								
0-4 years	3.2%	2.7%	4.0%	2.5%	2.7%	2.6%	2.4%	2.5%	2.2%	3.6%	3.7%	3.7%	4.7%	5.0%	4.6%	6.5%	6.4%	7.0%	6.3%	6.3%	6.2%	7.3%	7.2%	7.5%
5-14 years	27.2%	26.2%	28.2%	27.7%	26.8%	29.2%	26.2%	25.4%	28.0%	25.9%	24.9%	27.7%	26.3%	26.0%	27.2%	25.2%	26.0%	24.1%	24.6%	26.0%	24.0%	23.8%	25.6%	20.9%
15-24 years	39.0%	39.8%	37.5%	39.4%	39.4%	38.2%	42.1%	42.5%	40.5%	42.2%	42.1%	41.2%	41.7%	40.7%	42.4%	42.9%	41.7%	44.8%	44.6%	42.5%	46.7%	45.3%	43.1%	48.9%
25 yrs or more	30.6%	31.4%	30.2%	30.4%	31.2%	30.1%	29.3%	29.6%	29.4%	28.4%	29.3%	27.4%	27.3%	28.2%	25.7%	25.5%	26.0%	24.2%	24.5%	25.2%	23.1%	23.6%	24.1%	22.7%

NOTE: Preliminary S275 data is used in some years.

Because some administrators have multiple duty roots, the headcounts of elementary and secondary principals do not sum to the statewide headcount.

*Asian also includes Pacific Islander and Native Hawaiian

Appendix B: Characteristics of Washington Assistant Principal Workforce																							
	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second	All	Elem	Second
	2010/11			2011/12			2012/13			2013/14			2014/15			2015/16			2016/17			2017/18		
# AP (headcount)	925	162	786	925	151	787	920	158	773	1002	217	802	1100	295	825	1197	366	852	1344	456	914	1411	496	915
FTE Assistant Principal	849.59	119.86	729.73	841.88	108.87	733.01	867.4	134.18	733.22	943.25	185.52	757.73	1042.54	265.96	776.58	1094.95	320.73	774.22	1290	421	869	1348	476	872
Principal Gender																								
Female	43.5%	51.9%	41.7%	44.3%	53.0%	42.6%	44.1%	60.1%	40.9%	46.5%	60.8%	42.6%	49.1%	64.4%	43.3%	50.2%	62.8%	44.6%	52.5%	68.6%	44.3%	55.3%	72.2%	46.1%
Male	56.5%	48.1%	58.3%	55.7%	47.0%	57.4%	55.9%	39.9%	59.1%	53.5%	39.2%	57.4%	50.9%	35.6%	56.7%	49.8%	37.2%	55.4%	47.5%	31.4%	55.7%	44.7%	27.8%	53.9%
Education																								
Bachelor	1.7%	1.2%	1.8%	2.4%	2.6%	2.3%	2.8%	3.8%	2.6%	3.2%	5.1%	2.7%	3.5%	4.4%	3.3%	4.5%	5.2%	4.1%	5.4%	5.3%	5.4%	5.2%	5.6%	5.0%
Master	95.8%	97.5%	95.5%	94.8%	95.4%	94.8%	94.5%	93.7%	94.7%	95.2%	94.9%	95.3%	94.5%	93.6%	94.8%	92.6%	92.3%	93.0%	91.6%	91.9%	91.6%	91.0%	90.9%	91.0%
Doctorate	2.3%	0.6%	2.5%	2.7%	1.3%	2.9%	2.6%	1.9%	2.7%	1.6%	0.0%	2.0%	1.8%	1.7%	1.8%	2.0%	1.9%	2.0%	1.9%	2.0%	1.8%	1.9%	1.4%	2.2%
Other	0.2%	0.6%	0.1%	0.1%	0.7%	0.0%	0.1%	0.6%	0.0%	0.0%	0.0%	0.0%	0.2%	0.3%	0.1%	0.2%	0	0.2%	0.4%	0	0.5%	0.9%	1.0%	0.8%
Unidentified	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	0.5%	0.7%	0.8%	0.9%	0.8%	1.0%	1.0%	1.0%
Principal Age (in given year)																								
20-30	1.3%	0.0%	1.5%	1.6%	3.3%	1.4%	2.0%	2.5%	1.8%	2.6%	4.6%	2.1%	3.2%	5.4%	2.3%	2.9%	5.2%	1.9%	2.7%	3.9%	2.1%	NA	NA	NA
31-40	35.8%	41.4%	34.5%	32.3%	39.7%	31.0%	32.3%	39.2%	31.2%	32.5%	41.0%	30.8%	33.6%	43.1%	30.9%	35.8%	45.4%	32.4%	35.7%	43.6%	32.3%	NA	NA	NA
41-50	34.3%	31.5%	35.4%	37.0%	31.1%	37.9%	38.2%	34.2%	38.7%	38.0%	34.1%	38.8%	36.0%	30.5%	37.8%	35.4%	30.3%	37.4%	37.4%	34.6%	39.6%	NA	NA	NA
51-60	23.8%	23.5%	23.7%	24.1%	23.2%	24.4%	21.6%	18.4%	22.4%	20.9%	14.7%	22.3%	22.0%	17.6%	23.3%	20.6%	15.6%	22.4%	19.0%	15.1%	19.6%	NA	NA	NA
61+	4.9%	3.7%	5.0%	5.0%	2.6%	5.3%	6.0%	5.7%	6.0%	6.0%	5.5%	6.0%	5.2%	3.4%	5.7%	5.2%	3.6%	5.9%	5.2%	2.6%	6.5%	NA	NA	NA
Principal Ethnicity																								
Asian*	2.4%	1.2%	2.5%	2.1%	2.0%	2.0%	1.8%	0.6%	2.1%	2.2%	3.2%	1.9%	2.3%	3.4%	1.8%	2.4%	4.4%	1.5%	3.1%	5.0%	2.2%	3.6%	5.4%	3.3%
Black/African American	7.0%	6.8%	6.9%	6.9%	7.3%	6.7%	6.1%	5.7%	6.1%	5.6%	4.1%	5.9%	5.5%	4.7%	5.7%	5.6%	5.7%	5.6%	5.5%	5.3%	5.7%	6.0%	5.0%	6.4%
Hispanic	5.4%	6.2%	5.2%	5.2%	4.6%	5.2%	5.2%	5.7%	5.0%	4.3%	2.8%	4.6%	5.6%	6.1%	5.7%	5.8%	6.6%	6.0%	6.0%	6.6%	6.0%	5.8%	6.0%	5.7%
Native American/ Alaskan Native	0.8%	0.6%	0.8%	0.8%	0.7%	0.8%	0.8%	0.6%	0.8%	0.6%	0.5%	0.6%	0.8%	0.7%	0.8%	0.5%	0.8%	0.4%	0.4%	0.4%	0.4%	0.5%	0.6%	0.4%
White (non-Hispanic)	83.0%	84.6%	83.1%	81.9%	82.1%	82.2%	82.9%	82.3%	83.2%	85.2%	88.0%	84.7%	84.0%	83.7%	83.9%	83.9%	80.6%	84.7%	83.4%	81.1%	84.0%	82.2%	80.8%	83.0%
More than one race	1.4%	0.6%	1.5%	3.1%	3.3%	3.0%	3.2%	5.1%	2.8%	1.9%	1.4%	2.1%	1.8%	1.4%	2.1%	1.8%	1.9%	1.8%	1.6%	1.5%	1.6%	1.9%	1.8%	1.2%
Principal Experience (as certificated educator)																								
0-4 years	3.5%	1.9%	3.7%	4.2%	7.9%	3.6%	6.5%	10.8%	5.8%	7.2%	11.1%	6.1%	7.5%	10.5%	6.4%	8.8%	10.9%	7.9%	10.2%	14.3%	8.4%	9.7%	14.3%	7.2%
5-14 years	43.4%	46.3%	42.6%	39.5%	46.4%	38.2%	38.5%	44.9%	37.4%	41.4%	53.0%	38.8%	43.3%	55.6%	39.6%	43.1%	54.4%	39.0%	41.4%	49.1%	38.1%	42.2%	49.6%	38.1%
15-24 years	34.2%	35.8%	34.4%	37.0%	31.1%	37.9%	36.3%	34.2%	36.4%	34.9%	26.7%	36.8%	34.6%	23.7%	37.9%	34.8%	25.4%	38.4%	35.5%	29.6%	38.0%	35.9%	29.4%	39.3%
25 yrs or more	19.0%	16.0%	19.3%	19.4%	14.6%	20.3%	18.7%	10.1%	20.4%	16.5%	9.2%	18.3%	14.6%	10.2%	16.0%	13.5%	9.3%	15.0%	12.9%	7.0%	15.5%	12.3%	6.7%	15.3%

NOTE: Preliminary S275 data is used for some years

Because some administrators have multiple duty roots, the headcounts of elementary and secondary principals do not sum to the statewide headcount.

Asian also includes Pacific Islander and Native Hawaiian

	# Schools in Category	# Schools with Solo Principal		# Schools with more than one Administrator (Princ or AP)		# Schools with APs		# Schools FTE Ps +APs <1		# Schools FTE Ps + APs =1-1.5		# Schools FTE Ps + APs =1.6-2.0		# Schools FTE Ps + APs =2.1-2.9		# Schools FTE Ps + APs =3+	
Appendix C: Principals by School Building in 2017-18: Total Schools = 1918																	
School Enrollment																	
1-199	217	197	90.8%	18	8.3%	15	6.9%	127	58.5%	82	37.8%	8	3.7%	0	0	0	0
200-399	413	325	78.7%	88	21.3%	73	17.7%	35	8.5%	319	77.2%	54	13.1%	1	0.2%	4	1.0%
400-499	380	190	50.0%	190	50.0%	175	46.1%	5	1.3%	247	65.0%	121	31.8%	4	1.1%	3	0.8%
500-599	311	78	25.1%	233	74.9%	222	71.4%	3	1.0%	133	42.8%	166	53.4%	4	1.3%	5	1.6%
600-799	326	26	8.0%	300	92.0%	293	89.9%	0	0	55	16.9%	234	71.8%	12	3.7%	25	7.7%
800-999	102	1	1.0%	101	99.0%	99	97.1%	0	0	2	2.0%	2	2.0%	55	53.9%	43	42.2%
1000+	169	0	0	168	99.4%	167	98.8%	0	0	1	0.6%	6	3.6%	12	7.1%	150	88.8%
School Level																	
Elementary	1071	548	51.2%	523	48.8%	489	45.7%	50	4.7%	655	61.2%	350	32.7%	7	0.7%	9	0.8%
Middle	336	59	17.6%	277	82.4%	273	81.3%	15	4.5%	50	14.9%	190	56.5%	19	5.7%	62	18.5%
High School	328	85	25.9%	242	73.8%	232	70.7%	46	14.0%	54	16.5%	53	16.2%	25	7.6%	150	45.7%
Other	183	126	68.9%	56	30.6%	50	27.3%	59	32.2%	80	43.7%	34	18.6%	1	0.5%	9	4.9%
Region of the State																	
Western WA ESD 112 (Southwest)	179	81	45.3%	98	54.7%	94	52.5%	16	8.9%	81	45.3%	53	29.6%	1	0.6%	28	15.6%
Western WA ESD 113 (Capital Region)	156	89	57.1%	67	42.9%	63	40.4%	24	15.4%	81	51.9%	35	22.4%	3	1.9%	13	8.3%
Western WA ESD 114 (Olympic)	91	57	62.6%	34	37.4%	32	35.2%	14	15.4%	47	51.6%	21	23.1%	3	3.3%	6	6.6%
Western WA ESD 189 (Northwest)	281	120	42.7%	161	57.3%	155	55.2%	26	9.3%	143	50.9%	73	26.0%	9	3.2%	30	10.7%
Central Puget Sound ESD 121	669	200	29.9%	468	70.0%	452	67.6%	13	1.9%	245	36.6%	293	43.8%	20	3.0%	98	14.6%
Eastern WA ESD 101 (Spokane)	203	136	67.0%	67	33.0%	59	29.1%	42	20.7%	107	52.7%	38	18.7%	3	1.5%	13	6.4%
Eastern WA ESD 105 (Yakima)	107	30	28.0%	77	72.0%	74	69.2%	5	4.7%	34	31.8%	44	41.1%	7	6.5%	17	15.9%
Eastern WA ESD 123 (Southeast)	123	48	39.0%	74	60.2%	73	59.3%	11	8.9%	43	35.0%	48	39.0%	3	2.4%	18	14.6%
Eastern WA ESD 171 (North Central)	99	54	54.5%	45	45.5%	37	37.4%	18	18.2%	56	56.6%	17	17.2%	3	3.0%	5	5.1%
OSPI (e.g., Charter schools, etc.)	10	3	30.0%	7	70.0%	5	50.0%	1	10.0%	2	20.0%	5	50.0%	0	0.0%	2	20.0%
LEA Recipient																	
Yes	1363	600	44.0%	761	55.8%	722	53.0%	122	9.0%	595	43.7%	453	33.2%	38	2.8%	155	11.4%
No	545	215	39.4%	329	60.4%	317	58.2%	47	8.6%	242	44.4%	169	31.0%	14	2.6%	73	13.4%
Not applicable	10	3	30.0%	7	70.0%	5	50.0%	1	10.0%	2	20.0%	5	50.0%	0	0	2	20.0%
14% Levy Rates (state ave = 1.498)																	
<0.990	275	109	39.6%	166	60.4%	162	58.9%	23	8.4%	121	44.0%	86	31.3%	4	1.5%	41	14.9%
0.990-1.498	269	105	39.0%	163	60.6%	155	57.6%	23	8.6%	121	45.0%	83	30.9%	10	3.7%	32	11.9%
1.499-2.000	806	341	42.3%	464	57.6%	436	54.1%	70	8.7%	350	43.4%	280	34.7%	26	3.2%	80	9.9%
2.001-4.000	405	194	47.9%	210	51.9%	204	50.4%	27	6.7%	200	49.4%	113	27.9%	9	2.2%	56	13.8%
4.001+	153	66	43.1%	87	56.9%	82	53.6%	26	17.0%	45	29.4%	60	39.2%	3	2.0%	19	12.4%
Not applicable	10	3	30.0%	7	70.0%	5	50.0%	1	10.0%	2	20.0%	5	50.0%	0	0	2	20.0%

Notes:

Includes principals and assistant principals in the finalized S275 for 2017-18 with FTE >0 in duty roots 21, 22, 23 or 24. Excluded principals and assistant principals located at district offices or in buildings without corresponding school demographic data.

School Level:

Elementary schools include schools with any of grade K-6 and none of grades 7-12.

Middle schools include schools serving primarily any of grades 6-9.

Appendix D: Students Per Principal and Assistant Principal 2010-11 to 2017-18								
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Student Enrollment	1,041,892	1,043,536	1,050,900	1,056,809	1,075,107	1,084,359	1,113,875	1,127,493
# Principals (Headcount)	1870	1907	1871	1892	1930	1928	1958	1983
Students per Principal	557.16	547.21	561.68	558.57	557.05	562.43	568.88	568.58
Headcount to maintain 2010/11 ratio		1873	1886	1897	1930	1946	1999	2024
# Assistant Principals (Headcount)	925	925	920	1002	1100	1197	1344	1411
Students per Assistant Principal	1126.37	1128.15	1142.28	1054.70	977.37	905.90	828.78	799.07
Headcount to maintain 2010/11 ratio		926	933	938	954	963	989	1001
# Principals (FTE)	1767.55	1774.9	1799.57	1824.04	1861.91	1840.34	1896.35	1914.04
Students per Principal FTE	589.46	587.94	583.97	579.38	577.42	589.22	587.38	589.06
FTE to maintain 2010/11 ratio		1770.34	1782.83	1792.86	1823.90	1839.59	1889.67	1912.77
# Assistant Principals (FTE)	849.59	841.88	867.4	943.25	1042.54	1094.95	1290.27	1348.29
Students per AP FTE	1226.35	1239.53	1211.55	1120.39	1031.24	990.33	863.29	836.24
FTE to maintain 2010/11 ratio		850.93	856.94	861.75	876.67	884.22	908.29	919.39
All school administrators (Headcount)	2727	2735	2778	2877	3013	3114	3287	3375
Students per school administrator	382.07	381.55	378.29	367.33	356.82	348.22	338.87	334.07
Headcount to maintain 2010/11 ratio		2731	2751	2766	2814	2838	2915	2951
All school administrators (FTE)	2617.14	2616.78	2666.97	2767.29	2904.45	3010.71	3186.62	3263.18
Students per school admin FTE	398.10	398.79	394.04	381.89	370.16	360.17	349.55	345.52
FTE to maintain 2010/11 ratio		2621.27	2639.77	2654.61	2700.57	2723.81	2797.95	2832.16
NOTE: Preliminary S275 data is used in some years.								
Because some administrators have multiple duty roots, the headcounts of principals and APs do not sum to the total headcount.								